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# USAID ANTI- TRAFFICKING IN PERSONS PROGRAMS IN ASIA: A SYNTHESIS

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



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## ACRONYMS

ACILS	American Center for Labor Solidarity/The Solidarity Center
ACT	Actions for Combating Trafficking in Persons Program (Bangladesh)
ADAPT	An Giang/Dong Thap Alliance to Prevent Trafficking (Vietnam)
AED	Academy for Educational Development
ANE	Africa and Near East
ATP	Anti-Trafficking in Persons Program (Indonesia)
ATSEC	Action against Trafficking and Sexual Exploitation of Children (South Asia)
BHRAP	Bangladesh Human Rights Advocacy Program
BMET	Bureau of Manpower Employment and Training (Bangladesh)
BNWLA	Bangladesh National Women Lawyers' Association
CAHT	Center Against International Human Trafficking (CAHT) (Thailand)
CATW-AP	Coalition Against Trafficking in Women—Asia Pacific
CCPCR	Cambodian Center for the Protection of Children's Rights
CECS	Children Exploited for Commercial Sex
CET	Center for Educational Technology (Vietnam)
CIC	Community Information Center (Bangladesh)
COSECAM	Coalition to Address Sexual Exploitation of Children in Cambodia
CRG	Child Rights Goa (India)
CTI	Counter-Trafficking Interventions in Prevention, Protection, and Prosecution for Victims of Trafficking in Persons Project (Bangladesh)
CTIP	Combating Trafficking in Persons in Indonesia Program
CTIP	Counter-Trafficking in Persons Program (Cambodia)
CTP	Creating an Enabling Environment Project to Overcome Trafficking of Women and Children Program (Indonesia)
CPCRC	Coordination Center for Protection of Child Rights in Chiang Mai (Thailand)
DAI	Development Alternatives Incorporated
DOS	United States Department of State
DDC	District Development Committee
DOJ	Department of Justice
DSWD	Department of Social Welfare and Development (Philippines)
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
GAATW	Global Alliance Against Trafficking in Women
HCC	Healthcare Center for Children (Cambodia)
IACAT	Inter Agency Council Against Trafficking (Philippines)
ICMC	International Catholic Migration Commission
IJM	International Justice Mission
IOM	International Organization for Migration
IRR	Implementing Rules and Regulations
ITPA	The Immoral Trafficking Prevention Act (India)
KPP	Ministry of Women's Empowerment (Indonesia)

MEWOE	Ministry of Expatriates' Welfare and Overseas Employment (Bangladesh)
MOHA	Ministry of Home Affairs (Bangladesh and India)
MOM	Ministry of Manpower (Indonesia)
MOWCSW	Ministry of Women, Children, and Social Welfare (Nepal)
MSDHS	Ministry of Social Development and Human Security (Thailand)
MWE	Ministry of Women's Empowerment (Indonesia)
MTV EXIT	Music Television – Campaign to End Exploitation and Trafficking
NAPOLCOM	National Police Commission (Philippines)
NGO	Non-Governmental Organization
NIMHANS	National Institute of Mental Health and Neurosciences (India)
NLAA	National Legal Aid Agency (Vietnam)
NOMM	National Office of Mass Media (Philippines)
NTF	National Task Force (Cambodia)
POEA	Philippines Overseas Employment Agency
PSEP	Pilot Shelter Enhancement Project (Cambodia)
PVO	Private Voluntary Organization
RAF	Regional Action Forum (South Asia)
RIACAT	Regional Inter Agency Council Against Trafficking (Philippines)
ROLE	Rule of Law Effectiveness Program (Philippines)
SAARC	South Asian Association for Regional Cooperation
SARI/Q	South Asia Regional Initiative/Equity Support Program
SEVA	Manav Seva Sansthan (India)
SIGHT	Strengthening the Initiatives of Government and Others against Human Trafficking (Indonesia)
SOP	Standard Operating Procedure
TAF	The Asia Foundation
TIP	Trafficking in Persons
TPTA	Trafficking in Persons and Transportation Control Act (Nepal)
TRAFCORD	Task Force to Combat Trafficking of Women and Children in Northern Thailand
TVPRA	Trafficking Victims Protection Reauthorization Act
UNIAP	United Nations Inter-Agency Project on Human Trafficking
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
USG	United States Government
VDC	Village Development Committee
VFF	Visayan Forum Foundation (Philippines)
WHR	Women for Human Rights (Nepal)

## EXECUTIVE SUMMARY

Human trafficking is one of the largest criminal activities in the world today. Every year throughout South and South East Asia, individuals fall victim to both sex and labor trafficking both within their countries and after crossing international borders. The large number of Asian migrants searching for better opportunities provides a breeding ground for traffickers and illegal labor brokers. Many individuals begin their journey safely, only to later be ensnared in trafficking. In some countries in Asia, the extent of sexual exploitation has been exacerbated by demand from foreigners in tourism sites. Child sex tourism is a serious and, according to some reports, growing problem. Labor trafficking takes place in various settings including in the garment, construction, logging, fisheries, and agricultural industries. Trafficking not only undermines the security of communities but also violates the human rights of victims, who often experience physical and emotional suffering, trauma, rape, threats, and in some cases, death.

To combat this scourge, since 2000 the U. S. Agency for International Development (USAID) has supported more than 30 anti-trafficking programs in eight countries in South and Southeast Asia: Bangladesh, Cambodia, India, Indonesia, Nepal, the Philippines, Thailand and Vietnam. USAID has helped to bring human trafficking to the attention of all levels of society in South and Southeast Asia, building political will and public awareness, and helping governments, communities and local non-governmental groups take action against traffickers and assist trafficking victims. Many individuals, primarily girls and women, were able to avoid being trafficked as a result of these efforts.

This report serves as a desk review of these programs. With USAID's assistance, countries have improved anti-trafficking legislation, issued trafficking-related ordinances, included trafficking in local government budgets, and set up anti-trafficking task forces and prosecution teams. Government and non-governmental service providers have provided shelter and counseling to victims and helped them reintegrate into their communities. Countries are upgrading standards for service providers to ensure proper application of the law, sensitive treatment of victims, and quality care. Around the region, public awareness campaigns have provided information about safe migration, trafficking risks, and available emergency services. Trafficking prevention efforts have also helped individuals at high risk of being trafficked with access to educational and employment opportunities.

The following general best practices emerged from the review of individual country programs:

- Supporting a national task force to channel the commitment of a country's leaders and bring anti-trafficking actors together for a coordinated response (Cambodia).
- Using policy research to build a base of support to fight labor trafficking (Bangladesh).
- Providing technical support over multiple years to encourage passage of anti-trafficking legislation and development of implementing regulations (Indonesia).

- Partnering with local governments to train and promote concrete action by government officials, prosecutors, police and service providers (the Philippines).
- Helping multi-disciplinary teams of police, prosecutors, legal professionals, social workers and medical practitioners work together to prosecute trafficking cases (the Philippines).
- Intercepting and assisting victims at major transit points (the Philippines).
- Linking upgrades of pilot shelters to the development of national standards for all shelters (Cambodia).
- Helping to keep vulnerable girls in school by not only providing scholarships but also following each girl's progress individually through school meetings and home visits (Vietnam).
- Involving employers with expanding employment opportunities for vulnerable women in line with market opportunities (Nepal).
- Encouraging communities and local leaders to work together to monitor suspicious behavior and report to police (Bangladesh).
- Engaging Muslim organizations and respected religious leaders to speak out against trafficking and provide information on safe migration (Indonesia).
- Working with teachers to educate students and helping students educate their peers about trafficking and the gender disparities that increase the vulnerability of women (Nepal).
- Engaging the tourism industry and promoting a code of conduct to combat child sex tourism (India).
- Reaching youth throughout the region via a sophisticated anti-trafficking media campaign that draws on the power of film and music (Regional MTV EXIT).

The review noted several cross-cutting lessons learned:

- Weaknesses in governance and the rule of law--including corruption—continue to hamper the anti-trafficking effort, especially the conviction of traffickers.
- While local NGOs are in a unique position to raise public awareness and assist victims, anti-trafficking efforts are more effective when collaboration occurs through multi-disciplinary teams that involve NGOs, local law enforcement and the judiciary.
- Both NGO and government service providers face enormous challenges in providing the range of services which victims require, especially as countries promote the adoption of national standards for victim assistance.
- Preventing trafficking by identifying vulnerable individuals and providing them with livelihoods training, vocational skills and educational support is an intensive approach that requires multiple steps and adequate time to determine success.
- The limited project efforts to date that have addressed demand for sex and child sex tourism contain important models for widespread replication.
- Effective approaches to address labor trafficking are likely to involve new counterparts in employment ministries and improvements in regulation of private recruiters.
- Few protection programs provide services to adult male victims of labor trafficking.

- Public awareness campaigns have been inadequate in the face of the overwhelming desire of many of the region's residents to migrate in search of a better life. Sophisticated messaging to target youth and to address myths about foreign employment may provide best practices for the future.

Section I of the report provides an overview of USAID's anti-trafficking response in the region and details each of these best practices and lessons learned. Each participating country is profiled separately in Section II.

# SECTION I. OVERVIEW

## INTRODUCTION

As one part of the U. S. government’s response to the devastating levels of trafficking in persons, the United States Agency for International Development (USAID) has supported more than 30 separate anti-trafficking programs in South and Southeast Asia since 2000. This review examines the approaches, achievements, and lessons that can be drawn from USAID’s efforts, and describes how the anti-trafficking response has evolved over time as the nature of trafficking has become better understood and national governments have moved forward with their own initiatives. Eight countries are included in the synthesis: Bangladesh; India and Nepal in South Asia; and Cambodia, Indonesia, Thailand, Philippines, and Vietnam in Southeast Asia.

The USAID-funded Anti-Trafficking Task Order conducted this review at the joint request of the Office of Women in Development and the Asia Bureau of USAID. The review was conducted in Washington, D.C. using project documents provided by individual USAID missions.

These documents include program descriptions; quarterly, semi-annual, and annual reports; performance management plans and monitoring reports; and evaluations and special studies. In addition, through phone interviews, USAID trafficking coordinators provided valuable perspectives on the challenges faced in addressing trafficking in each country.

Section I of this report, continued below, describes the trafficking problem in Asia and presents a comparative summary of the trafficking response including the most significant “Best Practice” examples of counter-trafficking approaches in the region. Section II of the report contains a separate profile for each participating country with a country-specific description of the trafficking problem, program partners, objectives, achievements, best practices, and lessons learned. Significant quantitative results are summarized where available.<sup>1</sup> Given the breadth of projects included in the synthesis and the limited number of published evaluations, the synthesis should be of interest to anti-trafficking and development practitioners from both within the region and more widely.

South Asia		
	Bangladesh	2000-present
	India	2000-present
	Nepal	2001-2008
South East Asia		
	Cambodia	2002-present
	Indonesia	2001-present
	Philippines	2002-present
	Thailand	2002-2006
	Vietnam	2005-present

<sup>1</sup> Project documents do not provide comprehensive quantitative results. For example, performance indicators were not standardized across countries over time, making it impossible to compare or aggregate results. Where quantitative results are cited they may be of an ad hoc nature since formal monitoring systems, with targets and indicators, were found to be sporadic and often lacked adequate baseline and follow-up data collection.

## TRAFFICKING IN ASIA

Human trafficking is one of the largest criminal activities in the world today. It not only undermines the security of communities but also violates the human rights of victims, who often experience physical and emotional suffering, trauma, rape, threats, and in some cases, death. Whether as a source, transit, destination country, or some combination of these, almost every nation is affected by the scourge of trafficking.

The Trafficking Victims Protection Reauthorization Act (TVPRA), passed in 2000 and recently amended, guides the United States Government's anti-trafficking efforts worldwide. According to the TVPRA, all forms of human trafficking involve the use of force, fraud, or coercion to exploit an individual for profit. While trafficking is a mostly hidden activity, the United States Government estimates that approximately 800,000 men, women, and children are trafficked across international borders annually. Eighty percent of these are estimated to be women, and 50 percent minors under the age of 18. The International Labor Organization estimates that 12.3 million people are enslaved in forced labor, bonded labor, forced child labor, sexual servitude, and involuntary servitude, including within their own countries.<sup>2</sup>

In Asia as in many parts of the world, poverty, lack of economic and educational opportunities, gender inequality, and discrimination increase an individual's vulnerability to being trafficked. Overall in Asia, the large number of migrants searching for better opportunities provides a breeding ground for traffickers and illegal labor brokers. Many individuals begin their migration journey safely, only to later be ensnared in trafficking. The devastating effect of poverty is a major reason why migrants risk unsafe situations; however, not all trafficking victims are pushed by abject poverty to leave their homes. Sometimes they are motivated by other reasons such as the desire to find employment in a skill area that matches their education and qualifications.<sup>3</sup> In addition, natural disasters, conflict, and displacement exacerbate vulnerability.<sup>4</sup> Sexism and discrimination are additional factors that increase vulnerability to exploitation. Women and girls, children of both sexes, and ethnic minorities who become vulnerable through widowhood, violence, lack of resources, and marginalization may leave their communities, unaware that they may become victims of trafficking.

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<sup>2</sup> U. S. Department of State 2008 Trafficking in Persons Report, 7.

<sup>3</sup> See IPEC/ILO, "Meeting the Challenge: Proven Practices for Human Trafficking Prevention in the Greater Mekong Sub-Region," (Geneva: ILO, 2008), 4. See also United Nations Inter-Agency Project on Human Trafficking (UNIAP), "Strategic Information Response Network (SIREN) Event Report, "The State of Counter-Trafficking: A Tool for Donors," (Bangkok, Thailand: UNIAP, 29 February 2008), 2.

<sup>4</sup> U. S. Agency for International Development, Trafficking in Persons: The USAID Strategy for Response, February 2003, 5.

## **The Many Faces of Trafficking**

The U. S. Department of State's 2009 Trafficking in Persons report outlines the major forms of human trafficking, all of which are present in Asia:

### **Forced Labor**

- Unscrupulous employers taking advantage of law enforcement gaps
- Affects vulnerable workers internally or from abroad
- Can be harder to identify than sex trafficking

### **Bonded Labor**

- Form of debt bondage: the use of a bond, or debt, to keep a person under subjugation
- Unlawful exploitation of initial debt as part of terms of employment
- In some traditional systems (e.g., South Asia), debt may pass on to family members for generations

### **Debt Bondage**

- Involves abuse of contracts, inadequate local recruitment and employment laws, imposition of exploitative and illegal costs/debts on laborers in the source country/state
- Often occurs with complicity and/or support of labor agencies/employers in the destination country/state
- Costs imposed on laborers for the “privilege” of working abroad can make workers vulnerable

### **Involuntary Domestic Servitude**

- Physical/sexual/emotional abuse of domestic workers
- Children particularly vulnerable
- Difficult to detect in private homes unregulated by public authorities

### **Forced Child Labor**

- Sale and trafficking of children and their entrapment in bonded and forced labor (among worst forms of child labor)

### **Child Soldiers**

- Recruitment through force, fraud, coercion for labor (as combatants/other purposes) or as sex slaves

### **Sex Trafficking**

- Constitutes the majority of transnational trafficking incidents
- Of special concern are Children Exploited for Commercial Sex (CECS), trapped in prostitution
- CECS a form of trafficking

### **Child Sex Trafficking and Related Abuses**

- Child sex tourism (CST) involves foreigners who travel to another country where they engage in commercial sex acts with children
  - Tourists looking for anonymity and availability of children in prostitution
  - Fueled by weak law enforcement, corruption, the Internet, ease of travel, and poverty
  - Devastating long-term physical/psychological effects on victims
  - Child pornography and drug use to control children frequently involved in CST
- CECS includes child prostitution and all forms of child pornography

## **Countries of Origin, Transit and Destination**

Countries of origin, transit, and destination have been identified throughout the region. All of the countries covered in this review are considered to be trafficking source countries, with their citizens falling victim to both sex and labor trafficking. Some of the countries in the study—India, Cambodia, Thailand, and Vietnam—are destinations for traffickers who move their victims from neighboring countries. In particular, the economic growth of Thailand and India relative to their neighbors is a powerful draw not only for migrants but also for traffickers ready to exploit them. Victims from South and Southeast Asia are also found in other countries in Asia, the Middle East, Europe, the United States, and Africa. Victims from South East Asia have been identified in more than 20 countries globally.<sup>5</sup>

## **Types of Trafficking**

In both South and Southeast Asia, the trafficking of women and children for commercial sexual exploitation tends to be the most visible form of trafficking. In some countries in Asia such as in India, Cambodia, and Thailand, the extent of sexual exploitation has been exacerbated by demand from foreigners in tourism sites. Child sex tourism is a serious and, according to some reports, growing problem, particularly in Nepal, Indonesia, and the Philippines. Children are also exploited for pornography, victimized by pedophiles, and trafficked for the purpose of forced “marriage.”

According to the U. S. Department of State, labor trafficking takes place in various settings in Asia, including in the garment, construction, logging, fisheries, and agricultural industries. It occurs in such forms as forced labor, bonded labor, involuntary servitude, and debt bondage. Many workers who become victims of debt bondage are exploited by recruiters to repay an initial debt incurred as part of finding employment.<sup>6</sup> In some traditional systems of bonded labor such as those found in parts of South Asia, workers may inherit debts which are passed on to their family members for generations.<sup>7</sup> Moreover, victims of forced or bonded labor, including girls and women in domestic servitude, may be further victimized through sexual exploitation. Children are also sometimes enslaved in domestic servitude, which is difficult to regulate because it occurs within the confines of private homes.

## **Department of State Trafficking in Persons Report**

Each year the U. S. Department of State completes a Trafficking in Persons report, ranking each country according to a three-tier system. Tier 1 consists of countries whose governments are complying fully with the TVPRA’s minimum standards for combating

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<sup>5</sup> United Nations Office on Drugs and Crime (UNODC), “Global Report on Trafficking in Persons,” (New York: UNODC, February 2009), 11; 66-67.

<sup>6</sup> The trafficking process is described in the U. S. Department of State 2008 TIP Report. See also Development Alternatives Incorporated (DAI), “Trafficking in the ANE Region: Problem Analysis and Proposed Framework for USAID Response,” 2004, and Asian Development Bank, “Combating Trafficking of Women and Children in South Asia: Regional Synthesis Paper for Bangladesh, India and Nepal,” 2003.

<sup>7</sup> U. S. Department of State 2008 Trafficking in Persons Report, 19-20.

trafficking. Tier 2 is comprised of countries whose governments do not fully comply with these minimum standards but are making significant efforts to bring themselves into compliance. Tier 3 consists of countries whose governments do not fully comply with the minimum standards and are not making efforts to do so. In 2003, the U. S. State Department added the Tier 2 Watch List. Countries placed on the Watch List meet Tier 2 standards but there are additional concerns such as having high or increasing numbers of trafficking victims.<sup>8</sup> In 2008 Bangladesh, Cambodia, India, and the Philippines were placed on the Tier 2 Watch List while Indonesia, Nepal, Thailand, and Vietnam were on Tier 2.

The annual Trafficking in Persons report summarizes each country's progress in combating trafficking. Although Cambodia, Indonesia, Nepal, the Philippines, and Thailand have comprehensive anti-trafficking legislation, Bangladesh, India, and Vietnam do not.<sup>9</sup> With the exception of Thailand,<sup>10</sup> anti-trafficking laws in Asia do not offer protections for male victims. Additionally, trafficking victims are sometimes treated like criminals, imprisoned, deported, or detained for prolonged periods without access to adequate support services, including psychosocial counseling and legal assistance. Trafficking victims from ethnic minorities and hill tribe peoples from within Thailand or from neighboring countries are often ineligible for assistance since they lack proper identification documents and citizenship rights.

Although countries in the region have made significant efforts to implement anti-trafficking and related legislation, these efforts have been constrained by overall weaknesses in judicial and regulatory systems. While criminal prosecutions for traffickers, particularly for commercial sexual exploitation, have increased, the number of convictions has been uneven, and penalties for labor trafficking are inadequate. Corruption among law enforcement, government officials, employers, and recruiting agents continues to hinder anti-trafficking efforts.

National governments in Asia have taken significant steps to improve victim protection and prevent trafficking. These efforts have included establishing and upgrading shelter facilities and professionalizing victim care standards. Most countries in Asia sponsor

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<sup>8</sup> According to the U. S. Department of State 2009 Trafficking in Persons Report, countries are placed on Tier 2 Watch List if: a) the absolute number of victims of severe forms of trafficking is very significant or increasing; b) there is a failure to provide evidence of increasing efforts to combat severe forms of trafficking from the previous year; or c) the original determination that placed the country on Tier 2 during the previous year has changed because the country did not take additional steps to combat severe forms of trafficking. For more information, please see U. S. Department of State 2009 Trafficking in Persons Report, 35.

<sup>9</sup> In most South Asian countries, national anti-trafficking legislation largely addresses trafficking within the context of sex trafficking, limiting much-needed attention to other forms of exploitation and certain groups of victims. These include children who have been sexually abused while migrating and boys trafficked for sexual exploitation. For a more detailed discussion of these issues, please see United Nations Children's Fund Innocenti Research Centre, "South Asia in Action: Preventing and Responding to Child Trafficking. Summary Report," (Florence, Italy: UNICEF Innocenti Research Centre, August 2008), 20.

<sup>10</sup> In 2008, the Government of Vietnam submitted proposed amendments to Articles 119 and 120 of the Penal Code to broaden the definition of trafficking to include male victims over the age of 16 while in the process of drafting a comprehensive anti-trafficking law.

some shelter facilities or transit centers that offer relief services for their own citizens. Several countries in the region provide assistance for foreign trafficking victims as well. National prevention efforts reach the public with information about safe migration, trafficking, and the emergency services available to assist victims and those at risk.

## USAID’S RESPONSE

USAID has helped to bring human trafficking to the attention of all levels of society in South and Southeast Asia, building political will and public awareness, and helping governments, communities, and local non-governmental groups take action against traffickers as well as assist individual trafficking victims. Many individuals, primarily girls and women, were able to avoid being trafficked as a result of community efforts, effective migration counseling, and outreach by anti-trafficking teams.

Consistent with the U. S. government’s integrated approach to trafficking worldwide and USAID’s anti-

trafficking strategy,<sup>11</sup> the types of anti-trafficking initiatives in Asia reflect the need to address trafficking on three major fronts: 1) to prevent individuals from being trafficked, 2) to protect and assist victims who are trafficked, and 3) to put effective governance and law enforcement structures in place to address the crime. USAID’s anti-trafficking response touches multiple sectors of society from the community level to a country’s leaders. In each country, USAID has

Types of Anti-Trafficking Programming in Asia	
Building Awareness	<ul style="list-style-type: none"> <li>• Mass media</li> <li>• Local media</li> <li>• Community vigilance</li> <li>• Educational curricula</li> <li>• Safe migration promotion</li> </ul>
Addressing Vulnerabilities	<ul style="list-style-type: none"> <li>• Livelihoods/vocational training</li> <li>• Job placement</li> <li>• Scholarships, support for basic education</li> </ul>
Victim Services	<ul style="list-style-type: none"> <li>• Direct assistance to victims               <ul style="list-style-type: none"> <li>– Identification and rescue</li> <li>– Shelter, counseling, support</li> <li>– Reintegration</li> </ul> </li> <li>• Improving quality of care               <ul style="list-style-type: none"> <li>– Standards of care</li> <li>– Building capacity of services agencies</li> <li>– Referral systems</li> </ul> </li> </ul>
Legislation and Regulation	<ul style="list-style-type: none"> <li>• Issuance               <ul style="list-style-type: none"> <li>– Legislation</li> <li>– Implementing regulations, ordinances</li> </ul> </li> <li>• Capacity-building for implementation</li> </ul>
Law Enforcement and Prosecution	<ul style="list-style-type: none"> <li>• Supporting multidisciplinary teams</li> <li>• Training prosecutors, police, others</li> </ul>
Cross-cutting: Formal Government Structures	<ul style="list-style-type: none"> <li>• National and local government task forces</li> <li>• Victim information systems</li> <li>• Cross-border coordination</li> </ul>

<sup>11</sup> USAID, 2003.

selected areas of focus that respond to priorities indicated by national governments and

**Types of USAID Programs by Country (as of December 2008)**

	Awareness	Addresses Vulnerabilities		Victim Services	Legislation, Regulation	Law Enforcement, Prosecution	Formal Government Structures
		Employment	Education				
Bangladesh	●			●		●	●
Cambodia	●	●	●	●	●	●	●
India	●	●		●		●	
Indonesia	●			●	●	●	●
Nepal	●	●	●	●			●
Philippines	●			●	●	●	●
Thailand	●	●	●	●	●	●	
Vietnam	●	●	●	●			

that complement the work of other U. S. government agencies and other donors.<sup>12</sup>

The implementers on the ground are U. S. PVOs, U. S. contractors, international organizations and local NGOs that have worked with and supported many in-country partners. The long list of in-country partners reflects the complexity of the trafficking response — national and provincial anti-trafficking task forces, ministries (e.g., justice, social affairs, labor, gender, transport, information), law enforcement entities, judicial officials, local anti-trafficking NGOs and service providers, local governments, private companies especially in the tourism and transport industries, local branches of international anti-trafficking organizations, schools, and community- and faith-based groups. Several programs are built on public-private partnerships, for example the ADAPT Alliance in Vietnam and the regional MTV EXIT Campaign to End Exploitation and Trafficking.

**Legislation, Governance, and Law Enforcement**

Gaps in legislation, law enforcement, and judicial systems enable traffickers to operate without fear of ever being convicted of a crime. Weak governance fuels corrupt stakeholders from border officials to police to employment regulators. Most of the countries covered in the review have, with USAID’s assistance, made improvements in legislation and law enforcement. USAID assistance was instrumental in helping Indonesia pass a comprehensive anti-trafficking law and promulgate implementing rules and regulations. USAID has supported training for judicial officials and law enforcement

<sup>12</sup> USAID coordinates its anti-trafficking programming with the U. S. Department of State. In some cases, including in the countries covered by this review, the Department of State has transferred funding to USAID to implement individual activities.

professionals on the provisions of anti-trafficking legislation, including training teams of prosecutors and police specifically tasked with anti-trafficking cases. Across the region, governments have developed trafficking-related regulations, allocated funds for anti-trafficking efforts, and improved policies on safe migration and the rights of women migrants. In several countries, among them the Philippines and Nepal, USAID has worked to improve implementation of anti-trafficking laws at the level of local governments from provincial officials to local councils. An emerging area of support is helping countries better regulate employment recruiters as one part of a strategy to prevent trafficking for forced labor.

### **Assistance to Victims**

In all of the countries reviewed, USAID has provided direct assistance to victims including shelter and reintegration. Local non-government and government entities, often working together in teams, have been assisted in their efforts to identify and rescue trafficked individuals — and in some cases to intercept individuals before they are trafficked. In Nepal and the Philippines, local NGOs have successfully intercepted victims at transport hubs and referred them to care-givers. Community anti-trafficking task forces in Nepal and Indonesia have monitored potential trafficking incidents, reported suspicions to local authorities, and assisted victims with information about available services. Cross-border vigilance cells have operated on the Nepal-Bangladesh and Nepal-India borders.

Given the devastating impact of the crime, victims' needs are wide ranging and include safe and secure shelter, psychosocial counseling, medical and legal assistance, skills training and job placement, as well as reintegration into normal life. Cross-border trafficking victims also require assistance with repatriation. Across the region, NGOs and government-run service agencies are trying to ensure that victims receive the full “package of services” that they need, whether from a single source or referrals to several service providers. With USAID's assistance, more and more countries are developing and applying standards for service providers to ensure proper application of the law, sensitive treatment of victims, and quality care. For example, Cambodia and India have made progress in formalizing minimum victim care standards and in piloting model shelters with improved facilities and case management. The Indonesian government has received support from local NGOs to revise a set of standard operating procedures for victim assistance.

On the ground, prosecution and protection activities tend to be mutually reinforcing. Anti-trafficking organizations working at the grassroots level may be in the best position to report trafficking incidents to local officials and police. Victim service providers often work together with police and law enforcement in rescuing and assisting victims. Providing victims with the range of services they need also benefits the prosecution effort. Experience with joint teams of police, prosecutors, and service providers in the Philippines and Thailand shows that victims who are placed in quality facilities and well treated after their ordeal are more likely to pursue cases against traffickers.

## **Prevention**

USAID has assisted all of the countries in the region with public awareness campaigns that provide information about safe migration, trafficking risks, and the emergency services available. Messages have been delivered using mass multi-media campaigns, public service announcements, road shows, street theater, and the inclusion of trafficking and migration issues in formal and non-formal educational curricula. Many of the campaigns have mobilized community members, teachers, local and religious leaders as well some of the most vulnerable in advocacy efforts against trafficking. Nationally known celebrities have volunteered their time to bring attention to trafficking, such as in Indonesia. Community watch groups, such as those in Bangladesh and Nepal, have alerted local authorities about visits by strangers promising employment or luring families with promises of marriage. Safe migration information has been distributed at locations frequented by job seekers, for example in Nepal. In the aftermath of Cyclone Sidr in Bangladesh and the 2004 tsunami in Indonesia, local anti-trafficking organizations reached out to disaster victims to warn of trafficking risks.

Strategies to reduce vulnerability have focused at the community level and involved offering basic education, life skills and vocational training, improving access to educational opportunities, and assisting those at risk in finding and maintaining employment. Although USAID has supported these activities in many countries, they have tended to be relatively small, with some exceptions, including in Nepal where girls deemed most vulnerable to being trafficked were identified and assisted in finding gainful employment. Also, in high-risk rural areas in Vietnam where school-age girls are sent away to work and become vulnerable to traffickers, the ADAPT Alliance is providing scholarships and working with the girls' families to keep them in school.

## **Cross-cutting Efforts**

Some assistance efforts have been broader in scope, working to harness commitment from national leaders and to set up national anti-trafficking coordination mechanisms. USAID has helped national governments set up anti-trafficking task forces and victim information systems that involve multiple sectors and cover a wide range of trafficking responses. For example, the Cambodian government has created and begun institutionalizing a national task force to coordinate all counter-trafficking activities and fast-track case prosecution. The strategy of using research to bring attention to emerging issues of importance has been effective in Bangladesh and Indonesia in galvanizing political will to improve the regulation of recruitment agencies and address the practice of debt bondage.

## **BEST PRACTICES**

Among the many best practices identified in each country, some have emerged as having the most relevance to other settings. Fourteen best practices are discussed below that demonstrate a range of approaches to fighting trafficking.

## **Supporting high-level national leadership**

*The formation of national task forces can be an effective way to channel the commitment of a country's leadership and bring anti-trafficking actors together for a coordinated response (Cambodia's National Task Force).*

Cambodia's government recently created a National Task Force that is beginning to demonstrate success. The National Task Force coordinates all counter-trafficking actors, both governmental and non-governmental, to reduce duplication, focus interventions around shared priorities, and improve protection mechanisms for trafficking victims. A High Level Working Group oversees the effort. Separate cluster working groups monitor anti-trafficking activities in the areas of prevention, protection, and prosecution. The National Task Force is working on a standard curriculum for anti-trafficking training for police, judges, and prosecutors; developing a comprehensive victim assistance package with standards to be applied nationwide; and leading a national information campaign with radio shows that reach 85 percent of Cambodia's territory.

## **Using research to building a base of support to fight labor trafficking**

*Building political commitment to fight labor trafficking is facilitated by research and sharing of findings with key government officials (Working with the Employment Ministry in Bangladesh).*

In many countries in Asia, anti-trafficking efforts have focused much more on trafficking for sexual exploitation than trafficking for forced labor. One reason is a lack of understanding of how labor traffickers manipulate the legitimate overseas recruitment process. It is also important to reach out to new parts of the government such as labor ministries that may not have been central to the anti-trafficking effort in the past. In Bangladesh the potential numbers of citizens who are being lured into situations of forced labor is very high, given the large number of migrants to the Middle East and elsewhere. To galvanize the attention of policymakers, USAID researched areas of malpractice among employment brokers and recruiters and the extent to which victims of labor exploitation have recourse to complaint procedures, and reviewed existing laws and regulations governing labor migration. USAID shared its findings with the Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) and an inter-ministerial committee it formed to address the issue. The MEWOE decided to use the studies to inform legislative and regulatory reform and the development of effective ways to monitor labor recruitment, and USAID is now providing comprehensive support to this effort.

## **Providing sustained support for passage and implementation of anti-trafficking legislation**

*Sustained technical support over many years may be necessary to influence passage of anti-trafficking legislation and issuance of the implementing rules and regulations necessary to operationalize it at central and local government levels (Indonesia).*

Countries in Asia and in other regions of the world are in different stages of passage and implementation of comprehensive anti-trafficking legislation. The process tends to be complex, requiring the involvement of many government stakeholders. From 2002 until 2007, USAID helped the government of Indonesia take steps that culminated in passage in 2007 of the country's first comprehensive anti-trafficking law. Technical support included research and comparative analyses of other countries' legislation and numerous meetings with members of parliament and stakeholders from various ministries. In addition, USAID provided an advisor to work with the head of a special committee in charge of the bill's deliberations in the Parliament. The law as enacted prohibits all forms of trafficking, delineates penalties commensurate with other grave crimes, and includes clauses that address children, compensation, and immunity of victims from being prosecuted. Following passage of the law, the focus has shifted to implementation, with technical support to the government in obtaining public input for and drafting implementing regulations on victim services and on the role of task forces at the national, provincial, and district levels. USAID is also providing anti-trafficking technical advisors to local governments in eight districts.

### **Working intensively at the level of local governments to promote anti-trafficking activities**

*Mounting multi-pronged efforts in coordination with provincial governments is an effective way to build capacity and galvanize action (Anti-trafficking "Road Shows" in the Philippines).*

Local governments play an essential role in coordinating action against trafficking in most countries. In the Philippines, this role is mandated by the country's 2003 anti-trafficking law, which calls for the operation of Inter Agency Councils against Trafficking in Persons at the local level. To better equip local governments, USAID worked with the national anti-trafficking council and local governments to sponsor "Filipino Initiative Against Trafficking" road shows in the regions. These multiple-day events provided an orientation on trafficking, including on the law itself, to students, teachers, media, religious groups, and civil society groups. While the road shows raised awareness among many sectors of society, their primary purpose was to train local government officials, prosecutors, and service providers and to secure concrete commitments of action. Since 2005, USAID supported 10 road shows in locations chosen for their significance as source, transit, and destination points. They succeeded as planned in influencing local governments to form anti-trafficking councils; issue anti-trafficking resolutions; and begin to appropriate funds for preventive, protective, and rehabilitative programs. The prosecuting team that secured the first conviction under the 2003 law was trained during the first road show.

### **Multidisciplinary prosecution and support teams**

*Properly trained multidisciplinary teams can achieve breakthroughs in prosecution (The Chiang Mai Model in Thailand).*

A lack of effective coordination among police, prosecutors, courts, and social services agencies is a common problem limiting the effective conviction of traffickers. In Thailand, starting in 2003, The Asia Foundation worked with local counterparts to form multidisciplinary anti-trafficking teams, termed the “Chiang Mai Model” after the location of the first team. The teams include individuals with responsibilities across the spectrum of the trafficking response: investigative police, prosecutors, legal professionals, social workers, and medical practitioners, including forensic doctors. Teams in five other strategic northern provinces were set up following the one in Chiang Mai. Training brought team members together from their respective organizations to learn their roles and responsibilities as part of the team. By September 2006, more than 500 team members had been trained. In the provinces where they were active, the teams were involved in the majority of trafficking cases, providing leads on trafficking incidents, rescuing and referring victims for assistance, and coordinating evidence collection. More victims agreed to cooperate as witnesses and more charges were brought against traffickers. Several factors were key to the model: committed and engaged team members; support from their organizations to participate as part of their official duties; and a local NGO to coordinate start-up.

### **Intercepting and assisting victims at major transit points**

*Frontline multisector anti-trafficking teams can be effective in intercepting and assisting victims and potential victims at key transport hubs, especially when they pull in the support of transport companies and their workers (Visayan Forum Foundation in the Philippines).*

The Asia experience has shown that victims are often visible and accessible to being helped while they are in transit. In the Philippines the key transit points used by traffickers are seaports and airports. Recognizing this, the Visayan Forum Foundation, a local action-oriented civil society group, developed a model for action built on multidisciplinary anti-trafficking task forces at major ports and airports to intercept and assist victims. The task forces operate in partnership with port (or airport) authorities, local governments, government agencies such as the national immigration and overseas employment bureau, police and coast guard, shipping companies, business associations, and non-governmental organizations. The involvement of law enforcement promotes early action toward prosecution and that of trained social workers ensures a rights-based approach to victim treatment. Task force members include various actors already working within the ports, among them crew members, porters, and security guards. Team members patrol pier areas and decks, monitor passengers embarking and disembarking from vessels and buses, check for individuals who may have escaped, and generally check for suspicious-looking behavior. When an individual is rescued the incident is reported to the police and the individual is referred to one of the shelters run by the Visayan Forum Foundation.

## **Modeling and applying quality standards of care**

*Pilot efforts that upgrade the operations of selected shelters can provide best practice models and contribute to the development of national standards for application to all shelters (The “Shelter Pilot” in Cambodia).*

Region-wide, many shelters are inadequate in terms of the quality and scope of care they deliver to trafficking victims. To address this deficiency many countries are attempting to develop suitable standards of care, including protocols for case management that can be applied by local institutions. In Cambodia, with support from USAID, The Asia Foundation had already been working with the Cambodian government to promote national victim assistance standards when USAID funded a pilot shelter enhancement program as an additional component to the program. For the pilot, local non-governmental service providers have received funding to make improvements to two shelters in Koh Kong and Svay Rieng, based on an individualized needs assessment. The organizations are rehabilitating their facilities and field-testing the full range of shelter services that support victims’ recovery and successful reintegration. One aspect of the field test is a case-management protocol that brings together members of law enforcement, government officials, and service providers to offer comprehensive, ongoing victim support and facilitate prosecution. The teams meet to discuss each case individually. Information provided from the pilot shelter project has directly informed the development of the national minimum victim care standards for all of Cambodia’s shelters.

## **Preventing trafficking through an intensive community effort to keep girls in school**

*In high-risk areas where girls tend to drop out of school to support their families, a sustained level of schooling support can prevent these girls from being trafficked while also giving them the foundation for future employment (The ADAPT Alliance in Vietnam).*

In some rural parts of Vietnam, as elsewhere in the region, girls from poor families may be pulled out of school and called upon to work to supplement family income. Unaware of or blind to the risks, parents may send girls away to work but the girls end up trafficked to Ho Chi Minh city, to Cambodia, or to further destinations. In 2005, USAID began supporting the An Giang/Dong Thap Alliance to Prevent Trafficking (ADAPT) that works with women and girls in three provinces along the Cambodian border where traffickers lure girls and their parents with false employment offers. Key to the program’s success is an intensive, one-on-one case management approach. ADAPT identifies girls at risk of dropping out of school and gives them scholarships to cover school fees and supplies, and supplements the scholarships with family visits, after-school tutoring, and summer sessions. The support is designed to follow the same girls through their entry into the program in 4<sup>th</sup> or 5<sup>th</sup> grade until their graduation from high school. Among scholarship recipients, ADAPT records a dropout rate of only 11.6 percent, lower than the country’s provincial average but still of concern. To prevent their leaving the program, ADAPT social workers monitor their situation in conjunction with their teachers and make home visits to discuss the girl’s situation with her family.

## **Expanding employment options for vulnerable women in line with market opportunities**

*Vulnerable women can be identified and, working with employers, be trained and placed in positions that provide a welcoming environment and meaningful work in either traditional or non-traditional skills areas (The Gainful Employment Project in Nepal).*

In 2003, USAID funded a four-year effort by The Asia Foundation in eight districts in Nepal to assist at-risk young women with securing jobs, thereby reducing their vulnerability to being lured by traffickers' false promises of work in urban areas or overseas. Those selected to participate met specific criteria that heightened their vulnerability, such as living in extreme poverty, being from a marginalized ethnic group, having been a victim of gender-based violence or a victim of conflict, having dropped out of school, or working in job environments known to be targeted by traffickers such as carpet and garment factories. By 2007, more than 2,000 young women had successfully completed non-formal education and vocational training and of those trained, more than 1,900 found jobs or created their own enterprises. This high level of success was a result of meeting the needs of both participants and their employers. Some women with little or no formal education needed basic literacy and life skills courses prior to their vocational training. Employers helped to identify jobs in traditional skills such as tailoring and non-traditional skills such as driving and mechanics; many girls in urban areas preferred to learn non-traditional skills. Social workers monitored the girls' progress in the new work environment, counseled them, and where needed helped them to obtain safe transport to and from their work.

## **Encouraging communities and local leaders to monitor suspicious behavior**

*In trafficking source communities, joint action by community members and local government can prevent instances of trafficking or alert police to take action (Working with Village Councils in Bangladesh).*

Through anti-trafficking training provided by USAID, many of Bangladesh's local village councils — the union *parishads* — have become partners in the anti-trafficking effort and gone on to educate and engage their communities. Council chairmen, who have a mandate to investigate suspected trafficking activities, have instructed their members to be alert to suspicious behavior and to stay informed about strangers in their communities. Union council members may hear about possible trafficking cases from local residents or representatives of community organizations and then inform police and district officials. Many union councils hold anti-trafficking awareness sessions in their communities and include trafficking on the agenda of their regular council meetings. These sorts of anti-trafficking responsibilities can be sustained because they have become part of official duties. There is evidence that villagers have taken steps on their own to prevent individuals from being trafficked, as in the case of confronting would-be traffickers who attempt to lure women away from their communities with false marriage proposals.

## **Engaging faith-based organizations and religious leaders in preventing trafficking**

*Respected Muslim organizations and their leaders are able to play an important role in spreading awareness of trafficking and safe migration practices (Nationwide Muslim Organizations in Indonesia).*

Between 2004 and 2007, USAID supported the work of The Asia Foundation to engage several nationwide Muslim organizations to spread awareness and promote concrete action against trafficking. Prior to the enactment of the national law, one of the largest Muslim organizations in Indonesia — Nahdlatul Ulama — issued an anti-trafficking *fatwa* forbidding trafficking and stating that the prevention of trafficking and all forms of exploitation as well as protecting its victims is obligatory for all Muslims, especially members of the government and religious leaders. Female and male religious leaders incorporated trafficking within their regular sermons and teachers and school counselors from Islamic boarding schools delivered anti-trafficking education modules. One partner the Fahmina Institute — produced radio shows and public service announcements discussing trafficking and safe migration, and published a book entitled *Islamic Law on Combating Trafficking in Persons*, which has been distributed across Indonesia.

## **Reaching youth with anti-trafficking information through their schools**

*Existing local organizations such as schools can be effective at disseminating anti-trafficking messages at the grassroots level (Students and Teachers in Nepal).*

Teachers can educate their students and students can educate their peers about trafficking as well as the gender disparities that increase the vulnerability of women. In Nepal, The Asia Foundation and its local partners engaged both teachers and students to disseminate information on trafficking vulnerabilities and safe migration, training secondary school teachers in all of the districts in which they were working and conducting orientation classes for senior students. Trained teachers actively participated in advocacy programs in communities in the vicinities of the schools. Students traveled to remote areas around their village and conducted mobile anti-trafficking workshops.

## **Raising awareness of youth using high-profile media and sophisticated promotion**

*One way to reach large numbers of youth with anti-trafficking information is through a sophisticated multimedia campaign with high-quality products and messages that use the power of film and music to “speak for themselves” (The MTV EXIT Campaign to End Exploitation and Trafficking).*

The region-wide MTV EXIT (End Exploitation and Trafficking) campaign was conceived as a way to reach Asia’s media-savvy youth, a cohort that is central to the anti-trafficking effort but that tends to turn away from standard anti-trafficking messages. The assumption behind the campaign was that professionally produced and marketed films and music — especially those that feature locally popular celebrities — have the potential to resonate with youth. Moreover, the MTV name and logo would lend excitement and credibility to messages about trafficking. Implemented as an alliance between USAID, MTV Networks

in Asia and the Pacific, and the MTV Europe Foundation, the campaign is best known for two 30-minute documentaries, one for South Asia and one for Southeast Asia, featuring local and international celebrities that have been widely broadcast and circulated to anti-trafficking organizations throughout the region. There are also numerous short film clips and public service announcements. A second, on-the-ground phase of the campaign is underway in several countries, reaching at-risk populations directly through live events and concerts and highlighting the work of local anti-trafficking groups. MTV EXIT has already reached many millions of viewers across the Asia region with messages that explain how traffickers trick employment-seekers and how people can protect themselves. There is also a strong message about trafficking as a crime aimed at more affluent youth in order to help address the demand underlying trafficking and exploitation. Because of MTV's reach the campaign has enormous potential for impact. Preliminary research indicates that campaign events have not only raised the knowledge level of attendees but also have influenced their reported behavior.

### **Engaging the tourism industry in combating child sex tourism**

*As demonstrated in Goa, India, outreach to the tourism industry and their acceptance of a code of conduct can lay the groundwork for wider efforts to prevent child exploitation and abuse associated with tourism (The Experience of Goa, India).*

Efforts to prevent child sex tourism can engage industries involved in tourism as well as local communities. Between 2004 and 2006, USAID partners worked to combat child sex tourism in Goa, one of India's most important tourist centers. Awareness-raising activities targeted vulnerable groups in high-risk areas including tourism sites. Activities such as street theater were held in shops along beaches, beach areas, agricultural and fishermen's villages, sections of towns where migrants lived, cashew plantations, market areas in towns and villages, street corners, and schools. In addition, Indian hotel and tourism operators attended training on trafficking, child sex tourism, and child protection and several members of the tourism industry participated in drafting a child-friendly tourism code of conduct, using as a model the international Code of Conduct created by the NGO ECPAT (End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes). Some hotel industry and tour operators agreed to adopt the code, which was also supported by the State Tourism Department. Building upon the Goa experience, Indian government and non-government representatives met in New Delhi in December 2008 to discuss ways to achieve a national consensus on how to apply the Code throughout India. The model may have wider application as well.

### **LESSONS LEARNED**

The following lessons learned address continuing challenges as well as new priorities and gaps that have emerged with improved understanding of how traffickers operate and how trafficking affects its victims.

*System-wide weaknesses in governance and the rule of law are still hampering the anti-trafficking effort, especially the conviction of traffickers.*

With the passage of anti-trafficking legislation and better trained law enforcement officials, many countries are registering an increase in the number of trafficking cases that are prosecuted. However, conviction of traffickers has not kept pace. One reason is that implementing the law has been constrained by sector or even government-wide weaknesses in institutional capacity. In some countries, the absence of legally mandated procedures for implementing comprehensive national anti-trafficking laws makes it difficult to motivate local governments to form task forces, issue decrees, or allocate funds to prosecuting teams. Even where local ordinances have been issued, the activities they mandate may not be put in place due to a lack of adequately skilled personnel or resources. With reference to victim services, few governments have been able to set up integrated victim information systems needed to track each case and monitor its progress. Many of these weaknesses have been acknowledged and are being addressed by governments with the support of USAID and other donors. Governments have given less attention to measures that will combat the impact of corruption — for example, by reducing opportunities for corrupt stakeholders within police or immigration agencies to hinder effective prosecution.<sup>13</sup>

*The work of non-governmental organizations is a critical part of the anti-trafficking effort but effective trafficking prevention and legal action require collaborative action with government officials.*

Trafficking is a crime. The anti-trafficking effort requires collaboration among government bodies, especially police and judicial officials, and non-governmental parties. Some of the earliest anti-trafficking activities in the region focused almost exclusively on helping local NGOs that, with knowledge of their communities, were in the best position to begin to raise awareness about trafficking and to identify and assist victims. Over time, local social services NGOs have been encouraged to work with local law enforcement to the benefit of both sides. USAID's programs in Asia encourage such collaboration through joint, multidisciplinary teams to identify possible trafficking cases, rescue victims, and prepare cases for prosecution as well as by training police and prosecutors to understand the important role played by assistance providers in shelter and reintegration services.

*Providing quality services to victims is challenging for most NGO and government service providers due to the range of victim needs and the costs of meeting them.*

The capacity challenges facing service providers are daunting, especially given the known requirements for quality shelter, psychosocial care, legal assistance, and reintegration. Pilot efforts have demonstrated how difficult it is to improve shelter operations in line with quality standards. Many service-oriented NGOs have had to learn how to provide services to traffickers for the first time, and their staff may have little professional training in psychosocial counseling. To provide legal assistance requires additional training or the capacity to pay for outside help. Perhaps most challenging is the level of effort required to reintegrate victims within communities. Even though follow-up is essential to ensure

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<sup>13</sup> See Phil Marshall, "Raising our own Awareness: Getting to Grips with Trafficking in Persons and Related Problems in South-East Asia and Beyond," *Asia-Pacific Population Journal* 20(3) (December 2005): 161.

success — including to prevent re-trafficking — adequate time for follow-up may not be factored into the plans of service providers. Overall, the trend toward making service improvements in line with national standards for victim assistance will bring enormous challenges to both government and non-government service providers.

*Identifying and helping individuals vulnerable to being trafficked is an intensive and challenging approach that requires multiple steps and adequate time to determine success.*

Many non-government groups working with poor communities in Asia have attempted to prevent trafficking by working directly with at-risk individuals to provide livelihoods training, vocational skills, and educational support. Most of these efforts have been on a very small scale. In Vietnam and Nepal, where the effort has been more comprehensive, experience demonstrates that success requires intensive effort with at-risk individuals. In addition, in the case of job placement it requires intensive effort with employers, and with educational support it requires intensive effort with teachers. An overarching challenge is the shortage of viable economic opportunities near home — which, after all, is a major push factor in decisions to migrate. Some at-risk populations, such as girls who have dropped out of school, face enormous personal challenges in participating in education and employment programs. A potential gap lies in the nexus between gender-based violence and trafficking. Although several programs have included women who have experienced gender-based violence in the “at-risk” group selected for livelihoods-type support, the review did not uncover any efforts to reduce gender-based violence as a strategy to prevent trafficking.

*USAID-funded efforts to address the demand for sex and especially the growing problem of child sex tourism have been limited, but the projects that have been undertaken may provide models for wider replication in the region.*

With some notable exceptions, few activities in the region have addressed the demand side of trafficking as manifested in the demand for prostitutes, sex tourism, and sexual exploitation of children. The regional MTV EXIT information campaign includes messages about prostitution and trafficking aimed at youth cohorts. A small program in the Philippines worked with male youth to counter gender stereotypes that condone prostitution and the sexual exploitation of women. Of particular concern is the egregious and apparently growing problem of child sex tourism in several countries in the region. One potential model for response comes from India where, in the tourist center of Goa, members of the tourism industry came together to adopt a code of conduct. Recently the Goa effort has been discussed nationally as a potential model. It may also be relevant to other countries in the region.

*Responses to labor trafficking are likely to involve new counterparts and additional regulatory action.*

There is increasing political will in the region to address labor trafficking, as reflected by initiatives to better understand the dynamics that allow traffickers to exploit the demand

for cheap labor. There is increasing agreement on the need for additional attention to legal and regulatory frameworks, especially to better control employment agencies and recruiters. Another approach is to work directly with business associations and employer groups.<sup>14</sup> In many countries, ministries of labor may be relatively new to the anti-trafficking effort and need training. To date there have been a limited number of initiatives that directly attempt to make it more difficult for labor traffickers to operate. Through a new program in Bangladesh, USAID is working with the country's employment ministry to improve the regulatory environment governing labor recruitment, especially cross-border recruitment.

*Few protection programs provide services to adult male victims of labor trafficking.*

The lack of services tailored to the needs of adult male victims of labor trafficking is a growing area of concern. The needs of male victims tend to be different from those of females, whether in terms of the types of shelter required, psychosocial care, livelihood training, or approaches toward reintegration within families and communities. One program in Cambodia has begun to address this with a shelter for male victims. As activities to combat labor trafficking by both government and non-government organizations increase, for example through safe migration hotlines, border monitoring, and active interception efforts, more men and male youth are likely to come forth or be rescued and need assistance.

*Public information on trafficking has been inadequate in the face of the overwhelming desire of many of the region's residents to migrate in search of a better life.*

Information campaigns have undoubtedly educated many in each country and tilted public opinion toward concern about the problem. However, even though messages are alerting residents of the trafficking risks they are likely to incur, would-be economic migrants may not be "hearing" these messages. In a region where annual economic migrants number in the millions, the pull of opportunity clearly outweighs the perceived danger of being trafficked and people will continue to take risks in search of a better life. One approach may be to better target messages to address societal myths about foreign employment. For example, radio spots in the Philippines broadcast by the National Office of Mass Media (part of the Philippines Federation of Catholic Broadcasters) tried to convey the fact that traffickers thrive on the pull of foreign travel and its attractions for parents and their children. There is some evidence that listeners took action as a result.<sup>15</sup> Also the MTV EXIT campaign is using sophisticated messaging to reach media-savvy youth. Undoubtedly a major challenge with public awareness efforts is that it is difficult to gauge their effectiveness without costly surveys, yet at the same time it is necessary to have such information to validate best practices.

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<sup>14</sup> See Elaine Pearson, "The Mekong Challenge: Human Trafficking: Redefining Demand," (Geneva: ILO, 2005).

<sup>15</sup> Based on interview with USAID/Philippines representative.

## SECTION II. COUNTRY PROFILES

### BANGLADESH

#### Trafficking in Persons Overview<sup>16</sup>

According to the U. S. Department of State’s 2009 Trafficking in Persons Report, Bangladesh is a major trafficking source country. Some victims are sold into bonded labor while others are subject to other forms of forced labor and commercial sexual exploitation. Trafficking occurs both within Bangladesh and across its borders to India, Pakistan, and Middle Eastern countries, primarily the United Arab Emirates and Kuwait. Many Bangladeshi men and women migrate to work in the construction sector or garment industry but find out after reaching their destination that they have been trafficked. Illegal fees collected by recruiters can facilitate situations of forced labor and debt bondage. Some women domestic servants are restricted in their movements and face non-payment of wages, threats, and physical or sexual abuse.

Despite efforts to address sex trafficking, the Bangladeshi government did not demonstrate significant progress in criminally prosecuting and convicting labor trafficking offenders. For this reason, Bangladesh has been placed on Tier 2 Watch List. In 2008, the Bureau of Manpower Employment and Training (BMET) reportedly shut down nine labor recruitment agencies, cancelled the licenses of 25 agencies, suspended seven agencies, fined six others, and initiated three new cases for fraudulent recruitment practices that may have resulted in human trafficking. However, no cases of labor trafficking or forced child labor offenses were prosecuted. In addition, legal penalties for forced labor are insufficient, and the prosecutions of sex trafficking cases were delayed because of backlog and procedural loopholes. Also, since the country’s laws focus on women and children, coverage is inadequate for adult male victims, who form a large percentage of those trafficked for labor. The Ministry of Foreign Affairs has distributed guidelines to all diplomatic missions on the appropriate treatment of expatriate workers and on the provision of assistance for Bangladeshi trafficking victims. Over the last year, the government has also made some efforts to protect trafficking victims. These include running six homes for women and child victims of gender-based violence and trafficking and establishing a “one-stop crisis center” for women and children in Dhaka’s general hospital. The Ministry of Expatriate Welfare and Overseas Employment continues to operate shelters for female victims of trafficking in the Middle East. In the area of prevention, the government has signed memoranda of understanding with destination countries addressing labor laws, labor contract requirements, and labor flow mechanisms. The government also is mounting a public awareness media campaign to warn vulnerable populations of potential trafficking risks. Airport authorities screen travelers to identify potential victims and to target traffickers.

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<sup>16</sup> Unless otherwise noted, all information contained in each Trafficking in Persons Overview is based on the U. S. Department of State’s 2009 Trafficking in Persons (TIP) Report.

## Program Summary

USAID has supported anti-trafficking efforts in Bangladesh since 2000. Over the years USAID's programs have helped to bring human trafficking to the attention of all levels of society and led to engagement and action by law enforcement, local government, and community leaders. After Cyclone Sidr hit the country in 2007, USAID recognized the vulnerability of those left destitute and supported trafficking prevention efforts in the zone hit by the storm. In 2008 USAID worked to bring greater attention to the problem of trafficking among Bangladeshi labor migrants.

USAID's earliest partners were local NGOs. The Bangladesh National Women Lawyers' Association (BNWLA) — a respected organization with a long history of fighting for women's civil rights — has become a leading service provider over time. BNWLA and other local NGOs received grants through USAID's Bangladesh Human Rights Advocacy Program (BHRAP) that enabled them to assist hundreds of trafficking survivors with rescue, legal aid, repatriation, shelter, and psychological counseling. Between October 2004 and April 2007, 79 human traffickers were convicted through the direct intervention of BNWLA. Additionally, USAID's early support for the Bangladeshi branch of the regional organization Action against Trafficking and Sexual Exploitation of Children (ATSEC) was instrumental in raising concern about human trafficking among a nationwide network of NGOs and community-based organizations.

In 2005 USAID began the comprehensive Counter-Trafficking Interventions in Prevention, Protection, and Prosecution for Victims of Trafficking in Persons (CTI) project, implemented by the International Organization for Migration (IOM) in partnership with seven local NGOs. IOM worked intensively with its key government counterpart, the Ministry of Home Affairs, to institutionalize anti-trafficking efforts at the national level. IOM also worked with other ministries (Foreign Affairs, Women and Children Affairs, Information, and Local Government and Cooperatives) and district civil and police administration on anti-trafficking interventions and public awareness activities. Four NGO-managed shelter homes, including one managed by BNWLA, provided direct support for trafficking survivors. More than 500 survivors received services including medical, legal, and psychosocial counseling, as well as skills training in tailoring, livestock-raising, food processing, driving, embroidery, carpentry, fisheries, computer operation, welding, small trade, and veterinary work. Participants from multiple NGOs and government agencies received training in shelter home operation and management. This training improved service delivery and ensured women and child-friendly services in all four shelters. To aid in building prosecutorial capacity, 520 chiefs of police, reaching nearly all of the country's police stations, received investigative training. Training was also provided to independent lawyers and public prosecutors.

Over time, the USAID Bangladesh program has moved from a focus on building NGO capacity to one of encouraging communities and local NGOs to work with government entities to fight trafficking. For instance, the CTI project engaged government leaders at all levels, from the national ministry to the lowest level of local government, the village council (*union parishad*). Trafficking is now discussed at monthly meetings of the *union parishad* and union leaders have a mandate to investigate suspected trafficking activity

within their unions. Local police now work with the union *parishad* on investigations of potential trafficking reported by community members. In addition, there is evidence that villagers have taken steps on their own to prevent individuals from being trafficked. For example, one method used by traffickers is to lure women away from their communities with false marriage proposals. In this case, after attending an anti-trafficking awareness meeting, a woman whose niece was to be married to a village newcomer demanded to meet the suitor's family before the wedding. The would-be trafficker then disappeared from the village and never returned.

USAID began a new anti-trafficking project in late 2008. The Actions for Combating Trafficking in Persons (ACT) program, implemented by Winrock International, is tasked with expanding the national legal framework to address labor trafficking and help the Government of Bangladesh, through the Ministry of Expatriates' Welfare and Overseas Employment (the Ministry of Employment), strengthen government oversight of the labor recruitment process. It will also encourage further improvements in law enforcement, prosecutorial capacity, and survivor support services and will extend the geographic reach of public awareness efforts.

### **Best Practices**

*Government bodies at all levels were engaged in anti-trafficking interventions.*

The approach taken by IOM has led to a coordinated effort, led by the Ministry of Home Affairs (MoHA), to address trafficking at the union, district, and central levels. The Ministry is now working through interministerial and interorganizational committees to address trafficking issues at home and abroad. The MoHA also hosts regular advocacy meetings to facilitate conversation among members of the Ministry, district commissioners, NGO representatives, and union leaders on trafficking issues faced by communities throughout the country. The MoHA keeps track of trafficking cases through a central trafficking monitoring cell, housed at police headquarters. Still, it is at the most local level of government — that of the union *parishad* — where the reality of trafficking is most visible. Through the CTI project, IOM provided anti-trafficking training to many union leaders in 18 districts, encouraging them to take action in their communities. They responded favorably with initiatives that have varied by location. For example, some union chairmen have instructed their members to stay informed about strangers in their communities and have maintained records of who is leaving and moving into the union. Union council members who hear about possible trafficking cases through their regular meetings or when approached by an NGO or someone from the community follow up with the police and district commissioner. These sorts of anti-trafficking responsibilities are more likely to be sustainable at the local level when they are integrated into existing government bodies and become part of normal duties.

*Police capacity to address trafficking cases was strengthened, and local communities were encouraged to cooperate with police in their anti-trafficking efforts.*

Where NGO partners actively engaged the police, there has been improvement in the willingness and capacity of the police to take on trafficking cases. Where this is the case,

mutual trust between communities and police has improved. In some project areas there is a new, generally positive tone in the attitude and cooperation of law enforcement and in some instances, police officers have taken prompt action when alerted to possible trafficking incidents. Five hundred and twenty police stations have received training and now collaborate with NGOs and civic leaders in their efforts to bring traffickers to justice. As part of this strategy there is a procedure to make police accountable. There is evidence that villagers alert NGOs or union leaders if they believe the police are not following up on a trafficking case. Then these community representatives bring their concerns to the district committees headed by the deputy district commissioners who are responsible for monitoring the implementation of anti-trafficking measures. It is then the responsibility of the district commissioners to follow up with the police to address the case.

*Community information centers and peer educators shared information in the wake of a natural disaster.*

Residents in areas hit by a cyclone are often desperate and thus are easy prey for traffickers posing as legitimate recruiters, with youth particularly vulnerable. In order to raise community awareness and decrease vulnerability, IOM's NGO partners set up community information centers (CIC) in four areas gravely affected by Cyclone Sidr. The centers provide safe migration information to potential migrants, including how to avoid corrupt recruitment agencies and brokers. They also provide information on legitimate employment opportunities. Additionally, the reach of the centers was expanded in the form of 15-member CIC subcommittees of adolescents. These youth promoted the CICs in their schools, teaching peers about the risks of unsafe migration. Replication of CICs in other parts of the country will be determined by recommendations of the assessment commissioned under the ACT project.

*Building a base of support to fight labor trafficking was facilitated by research and sharing of findings with key government officials.*

Bangladesh is considered a source country for both forced labor and commercial sexual exploitation, yet until recently the country's anti-trafficking efforts have focused mainly on trafficking for sexual exploitation. The potential numbers of Bangladeshis lured into situations of forced labor in other countries is very high, given the prominence of labor migration. In 2007 more than \$6 billion was remitted to Bangladesh by migrant workers, and the expectation is that remittances will continue to rise.<sup>17</sup> Recognizing this, USAID sponsored a review of laws and regulations that affect labor migration and conducted research on areas of malpractice among recruiters and brokers and the effectiveness of existing complaint procedures for victims of labor exploitation. Among recommendations made by these studies was acknowledgement of the need for legal reform. USAID shared its findings with the Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) and an interministerial committee it formed to address the issue. The MEWOE is using the studies as a baseline to inform legislative and regulatory reform and the development of effective monitoring mechanisms for labor recruitment. In addition, USAID supported the dissemination of information on the trafficking-related risks of

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<sup>17</sup> Program Description, Action for Combating Trafficking-in-Persons Program (ACT), 2.

overseas employment through a workshop with Bangladeshi Labor Attachés and senior government officials held in Dhaka in March 2008.

## **Lessons Learned**

*Engaging imams in disseminating anti-trafficking messages brought both positive and negative outcomes.*

Several USAID counterparts targeted imams in Muslim communities as partners in the fight against trafficking. For example, through USAID's Bangladesh Human Rights Advocacy Program, imams delivered more than 7,165 sermons about the need to prevent trafficking; organized 509 village gatherings, courtyard, and bazaar meetings; and held 180 meetings at educational centers and student orientations. These efforts probably kept many women and their families from being tricked by traffickers. However, NGO partners reported that some imams were lecturing men in the community to protect women by sequestering them inside their homes or forbidding them from travelling outside the home without a male escort, thus raising concerns about the women's rights to mobility. Through follow-up training, imams learned about ways to promote the safety of women and girls without adversely affecting their quality of life. According to a USAID Bangladesh Mission representative, these lessons have been taken into account in a USAID follow-on activity working with inter-faith religious leaders.<sup>18</sup>

*Follow-up is essential to ensure survivors are fully integrated into their communities, but it takes vast amounts of time and resources that NGO partners may not be able to afford.*

In general, the reintegration of survivors into families and communities requires preparation, support, and follow-up. According to BNWLA data, of the 1,261 people who resided in their shelter between 1998 and 2007, at least 81 percent have been reunited with their families, repatriated to their country of origin, or found a job in the community (although not all can be attributed to the USAID project). BNWLA not only provided psychosocial support to the victims but also to some family members and surrounding community. However, monitoring during the reintegration stage was weak, and many returning women and children felt unsupported and isolated. Reintegration takes consistent follow-up by service providers to help to ensure that trafficking survivors are safely integrated back into society, especially in areas where re-trafficking is a risk. Based on BNWLA's experience, community members can also help to ensure sustainable reintegration of trafficking survivors.

*The provision of legal assistance proved to be challenging and required more skill and time than previously anticipated.*

Both major anti-trafficking programs supported by USAID (CTI and BHRAP) partnered with BNWLA to provide legal assistance to trafficking survivors. Reportedly, the experience of legal assistance was sometimes negative as some clients were given very little information about their cases and the legal procedures involved. Some felt frustrated

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<sup>18</sup> Interview with USAID Mission representative, December 4, 2008.

at the length of time taken to resolve their cases and expressed concern that their lawyers did not take appropriate initiative. To a large extent, this was due to skills gaps among lawyers and legal aid professionals, but it also reflects weaknesses in the criminal justice system. Intensive follow-up by NGOs doing legal assistance will increase service effectiveness, ensuring that lawyers are performing due diligence. Additional training of lawyers may also improve legal services and increase trust between counselors and clients.

*Overall weaknesses of the police throughout the country inhibited effective protection of trafficking victims and prosecution of traffickers.*

Good collaboration between police and the community has led to police playing a more positive role in rescuing trafficked women and children. However, the role of police in general is viewed with suspicion by community residents, with reports of noncooperation and of police exhibiting little initiative to arrest traffickers. Overall weaknesses in police capacity in Bangladesh — not just specific to human trafficking cases — are most likely a factor. Additional and more comprehensive, intensive training of frontline officers may be required to better prepare them to perform the range of responsibilities, including not only those normally related to policing but also the provision of sensitive treatment and referral to service providers related to trafficking. It may also be necessary to train and provide additional technical support to higher-level officers.

## INDIA

### Trafficking in Persons Overview

According to the U. S. Department of State's 2009 Trafficking in Persons Report, India is a source, destination, and transit country for forced labor, commercial sexual exploitation, and forced marriage. India's greatest trafficking challenge is internal forced labor with victims working in brick kilns, agriculture, embroidery industries, and rice mills. Children are forced to work in factories and in agriculture or to beg, and some have been used as armed combatants by terrorist and insurgency groups. Some Indian children are subjected to forced labor as domestic servants. Commercial sexual exploitation of children also exists in various forms, including child sex tourism.<sup>19</sup> Some of India's most disadvantaged are particularly vulnerable to forced labor, bonded labor, and sex trafficking. Additionally, while thousands of Indians migrate willingly to the Middle East, Europe, and the United States annually as domestic servants and laborers, some of these become the victims of fraudulent recruitment practices leading to debt bondage, forced labor, and involuntary servitude. India is also a destination country for women and girls from Nepal and Bangladesh who have been trafficked for commercial sexual exploitation. Individuals from Bangladesh and Nepal are also trafficked through India for labor and sexual exploitation in the Middle East.

India has been on the Tier 2 Watch List for six consecutive years. Government officials have shown some progress in enforcing laws against traffickers engaged in commercial sexual exploitation and in rescuing some victims of forced child labor and involuntary conscription. In 2008, the government allocated \$18 million to the Ministry of Home Affairs (MOHA) to create anti-trafficking units nationwide. However, many law enforcement officials have been complicit in sex trafficking and forced labor, and overburdened courts have been unable to effectively prosecute trafficking cases. The Immoral Trafficking Prevention Act (ITPA) prohibits some forms of trafficking with penalties commensurate with other grave crimes. In the area of protection, in 2008 the Indian cabinet debated proposed amendments that would expand protections to trafficking victims. While all major cities have government shelters for victims of sex trafficking, some states have provided services to victims of bonded labor with the help of NGOs. Goa became the first state in India to define child trafficking under the 2003 Goa Children's Act, which was amended in 2005. The amended law stipulates that owners and managers of tourism establishments are to be held responsible for the safety of children on the premises as well as on adjoining beaches and parks. The law also authorizes airport authorities as well as border, railway, and traffic officials to report and detain any adult traveling with children who may be exploiting or trafficking them.<sup>20</sup>

### Program Summary

In 2000 USAID began its anti-trafficking interventions in India through a grant with the United Nations Development Fund for Women (UNIFEM) and later supported country-

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<sup>19</sup> Asha Ramesh, UNIFEM Project against Sex Tourism in Goa: A Program Review (UNIFEM, 2006), 5.

<sup>20</sup> UNIFEM Project against Sex Tourism in Goa: A Program Review, 5.

specific efforts through the South Asia Regional Initiative/Equity Support (SARI/Equity) program implemented by AED.<sup>21</sup> From the start there was an emphasis on providing care and counseling to victims and assistance to vulnerable groups. Grassroots-level activities engaged women, youth, religious leaders, mobile community health workers (*anganwadi*), school teachers, and representatives from local administrative units (*panchayats*), among others. Awareness-raising activities included holding dramatic performances in sites where vulnerable groups were at risk of being exploited and trafficked. UNIFEM also helped to establish broad advocacy networks, including the National Coalition of Media Persons against Gender Violence and the National Legal Colloquium against Gender based Violence, HIV/AIDS and Human Trafficking to investigate and speak out about trafficking issues, safe migration, and violence against women nationwide.

Between 2004 and 2006, UNIFEM used a three-pronged strategy to reduce the vulnerability of women and children to trafficking and exploitation. This strategy included combating trafficking at cross-border areas, engaging religious leaders in advocacy efforts, and curbing sex tourism. UNIFEM partnered with government and law enforcement agencies, local NGOs, community-based organizations, the South Asian Association for Regional Cooperation (SAARC), and the Global Alliance Against Trafficking in Women (GAATW) to rescue trafficked women and girls before they reached neighboring destination countries. In collaboration with *panchayats* at the district and bloc levels, 37 cross-border vigilance cells were established in eight districts along the Indo-Nepal and Indo-Bangladesh borders to refer at-risk individuals to anti-trafficking NGOs for support. These vigilance cells included community leaders, village school teachers, *panchayat* representatives, and *anganwadi* workers trained through the program. One local NGO, Manav Seva Sansthan (SEVA), set up booths at cross-border areas to provide migrants with information on safe migration practices, emergency contacts, and available services for at-risk groups seeking work outside the country. More than 40,000 women and children received counseling and guidance at these information booths, and more than 700 Nepalese girls and women were prevented from being trafficked. UNIFEM engaged religious leaders in advocacy efforts against trafficking, gender violence, and child sexual abuse in the high-risk border state of Bihar. Religious leaders received training about gender and trafficking issues and about how to talk about them with their constituents, and disseminated information on the factors that increase the risks to women and children. Some of the religious leaders worked with local media to bring public attention to these issues.

To combat child sex tourism, UNIFEM worked within communities and with the tourism industry in Goa, one of India's major tourist centers. One of UNIFEM's local NGO partners, Child Rights Goa (CRG), trained members of the tourism and hotel industries about trafficking and child protection. Some hotel and tourism operators who participated in the training were persuaded to adopt a Code of Conduct and child-friendly tourism practices. CRG also trained medical personnel to be sensitive to the experiences of child victims of exploitation and trafficking and to use medical examination methods appropriate

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<sup>21</sup> See the South Asia Regional program profile for information on USAID's regional activities under the South Asia Regional Initiative/Equity Support (SARI/Equity) program.

for child victims. Awareness-raising activities targeted vulnerable groups and community leaders in high-risk areas, including tourism sites. Activities such as street theater were held in shops along beaches, beach areas, agricultural and fishermen's villages, sections of towns where migrants lived, cashew plantations, market areas in towns and villages, street corners, and schools. Performances were often followed by public discussions about factors that increase vulnerability to exploitation and trafficking. In Goa and surrounding rural areas, 300 street plays were staged, reaching more than 20,000 people. Local partners rescued victims of child abuse, and child sex tourism and trafficking, and monitored potential incidents of trafficking and pedophilia at "Child Resource and Beach Nodal Centers" set up at four high-risk beach locations. The SARI/Equity program assisted with the effort in Goa, especially the operations of the Beach Centers.

Through the regional SARI/Equity program, USAID worked to improve victim care in Mumbai, with a focus on the quality of shelter facilities. Local partners including Save the Children India formed a consortium with eight NGO and government-run shelter homes to provide holistic care to rescued victims. The local College of Social Work conducted a baseline study of each shelter that set the stage for shelter improvements, and it developed a training manual for shelter home staff. Over 20 months, social workers received training in psychosocial counseling and in professionally managing shelter homes. With the help of one local NGO, Oasis India Foundation, participating shelters adopted a diagnostic "health check" protocol for new shelter entries. Utilizing a multidisciplinary approach, participating services providers met periodically to monitor and discuss individual victim cases. Nearly 200 girls were provided with psychosocial counseling as well as livelihoods and life skills training. Seventy-four victims received legal services, and complaints were lodged against 43 traffickers, of whom eight were arrested based on information provided by girls rescued.

In 2007, USAID began a broader program to improve the quality of victim protective services through a grant with the United Nations Office on Drugs and Crime (UNODC) that is working to strengthen shelter homes according to agreed-upon standards of care. Twelve government shelter homes in six Indian states are participating, along with local NGOs. After conducting an audit of the participating shelters, project partners developed recommendations and began to assist with improvements in each of the 12 shelter homes. Special emphasis is being placed on strengthening support services, providing livelihoods training for victims, and training police officers and shelter staff in how to assist victims and at-risk groups, including children. The National Institute of Mental Health and Neurosciences in Bangalore is providing psychosocial training to caregivers.

### **Best Practices**

*As few anti-trafficking interventions specifically address how to curb child sex tourism, USAID's outreach to the tourism industry and the creation of a Code of Conduct for the industry in Goa helped to lay the groundwork for current Indian-led efforts to prevent child exploitation and abuse among tourism operators and tourists.*

Several major Indian tourism and travel companies attended sessions on preventing child sex tourism in Goa, sponsored by UNIFEM. Additionally, a child-friendly tourism Code

of Conduct was drafted in consultation with hotel operators and NGOs, using as a model the international Code of Conduct created by the NGO ECPAT (End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes). Some hotel industry and tour operators in the area agreed to adopt the Code, which was also supported by the State Tourism Department. Building on the steps taken in Goa, NGO and government representatives met in New Delhi in December 2008 to discuss ways to achieve a national consensus on how to apply the Code throughout India.

*The Indian government has begun to take the lead in improving shelter homes and implementing victim care standards nationwide, using minimum standards previously developed with USAID support.*

India's national government, through the Ministry of Women and Child Development, is supporting shelter improvement at the state level. As part of this effort, UNODC in an "audit" reviewed the facilities, programs, and management practices of government shelters addressing the needs of at-risk women and children in 18 states. The standards to be applied are those previously developed under the auspices of the South Asia Regional Initiative/Equity Support (SARI/Equity) program. Going beyond the improvements to be carried out in the 12 participating shelters, the UNODC-led effort may also inform future Government of India efforts to improve victim services nationwide.

*As often trusted and well-respected members of their communities, religious leaders were able to provide information and guidance about trafficking and other sensitive issues that were usually readily received by the public.*

Religious leaders were involved in community mobilization and information-sharing efforts, delivering messages against trafficking, pedophilia, child sex tourism, and violence against women. Religious leaders also had valuable knowledge about risk factors within their communities to trafficking and exploitation. In its final report, UNIFEM noted that the pilot project in Bihar to involve religious leaders in advocacy efforts against trafficking was so successful in reaching a broad constituency that it has since been replicated in four other high-risk areas of India as well as in Bangladesh and Nepal.

## **Lessons Learned**

*It is important to combat sex tourism in ways that will not be viewed as harmful to the overall tourism industry.*

Communities affected by sexual exploitation and trafficking may depend on the tourism industry for their livelihoods. Residents of tourist areas as well as governments and business owners may be hesitant to address trafficking and sex tourism because they fear that doing so will drive away legitimate tourists. This issue needs to be addressed openly with stakeholders at all levels, from the most senior government officials to families in affected communities.

*Systemic changes to improve shelters according to minimum care standards will require long-term investment in resources, capacity-building activities, and ongoing monitoring.*

The current program to upgrade shelter facilities, support services, and care standards in six high-risk areas is part of a plan by the Indian government to improve protection services for trafficking victims nationwide. However, not all of India's states are currently able or willing to allocate the resources and time needed to improve shelter facilities, services, and standards.

## NEPAL

### Trafficking in Persons Overview

According to the U. S. Department of State's 2009 Trafficking in Persons Report, Nepal is a source country for trafficking victims of commercial sexual exploitation, involuntary servitude, and bonded labor. Within the country, Nepali children are forcibly recruited as domestic servants and factory workers and, according to NGO reports, child sex tourism is on the rise. Nepalese children and adults are trafficked to India, the Middle East, and other Asian countries, including Malaysia, Hong Kong, and Korea, for sexual and labor exploitation, and girls for purposes of forced marriage. Some men and women migrate willingly but subsequently face conditions of forced labor such as physical abuse, non-payment of wages, and withholding of passports.

During 2008/9, Nepal made progress in combating trafficking and remains on Tier 2. In July 2007, the government enacted the Trafficking in Persons and Transportation (Control) Act (TPTA), prohibiting all forms of trafficking and prescribing stringent penalties for trafficking perpetrators. In August 2007, the government amended the Foreign Employment Act, criminalizing fraudulent recruitment acts by agencies and individuals. Since 2007, 220 out of 800 labor recruitment agencies licensed by the Department of Labor have had their licenses revoked for fraudulent recruitment practices. With respect to protection, the TPTA includes provisions for assistance for victims trafficked abroad, the creation of rehabilitation centers, and the establishment of a fund for rehabilitation services. In 2008, the government began providing financial support to NGO-run shelters with plans to fund four additional shelters in 2009. In the area of prevention, the Ministry of Women, Children, and Social Welfare (MoWCSW) provided small grants to task forces in high-risk areas for awareness raising and community mobilization. The Office of the National Rapporteur for Trafficking also launched a media campaign to teach the public about trafficking. Despite this progress, there is a need to step up law enforcement actions against all forms of trafficking, to investigate, prosecute, and convict traffickers, and to increase awareness about child sex tourism.

### Program Summary

USAID has supported anti-trafficking interventions in Nepal since 2001. These have included activities to raise awareness about trafficking at the grassroots level and to build the capacities of governmental bodies, non-governmental organizations, and communities to combat trafficking while respecting the rights and aspirations of migrants. Many girls and women were prevented from being trafficked as a result of community efforts, effective migration counseling, and outreach by NGO partners. A pioneering effort to address some of the root causes of trafficking helped vulnerable girls and returning victims find gainful employment.

In 2001, USAID began a four-year Combating Trafficking of Women and Children in Nepal program, implemented by The Asia Foundation (TAF) in partnership with 12 local NGOs in nine high-risk districts. A central theme of TAF's approach was to encourage citizens, officials, and service providers to be anti-trafficking advocates and implementers.

Many of TAF's NGO partners benefitted from intensive training on trafficking issues and were able to improve their own anti-trafficking efforts including services to victims. TAF and its NGO partners provided more than 1,400 victims with professionalized psychosocial counseling and support, provided practical migration advice to thousands of men and women at seven district-level "safe migration booths," and trained 45,000 government and community members about trafficking and safe migration.

The USAID Combating Trafficking program focused on community action through task forces linked to Nepal's Village Development Committees (VDCs). Village and district-level anti-trafficking task forces had been envisioned in Nepal's national anti-trafficking action plan but were never operationalized. TAF helped to activate District Development Committee (DDC) and Village Development Committee task forces — one district task force in each of the nine project districts and a total of 115 village-level task forces — and helped them mount their initial anti-trafficking activities. Overall, TAF and its partners recorded more than 2,300 community trafficking prevention initiatives such as video shows, street dramas, rallies, and community debates on how to combat trafficking. They rescued victims and filed 90 cases with local police on their behalf.

At the policy level, TAF and its partners successfully advocated for improvements in the protection and rights of women migrants in the context of the SAARC anti-trafficking convention. This involved working with the SAARC Secretariat to propose alternate language in the draft convention to expand the definition of trafficking beyond prostitution, to recognize women's freedom of movement, and to make recipient countries more accountable for rescue and reintegration. The Secretariat endorsed these revisions to the language of the convention, and in 2005 the Government of Nepal ratified the convention.

In 2003, USAID funded a complementary four-year Gainful Employment for Young Women at Risk of Trafficking and Trafficking Survivors project, also implemented by TAF and 11 local NGO partners working in eight districts. Through the project, at-risk young women aged 16-30 received assistance in securing jobs, thereby reducing their vulnerability to being lured by traffickers' false promises of work in urban areas or overseas. Those selected to participate met criteria that heightened their vulnerability — living in extreme poverty, being from a marginalized ethnic group, having been a victim of gender-based violence or a victim of conflict, having dropped out of school, or working in low paying job environments known to be targeted by traffickers such as carpet and garment factories. The effort also assisted former trafficking victims to secure jobs to reduce their risk of being re-trafficked. By 2007, more than 2,000 young women had successfully completed non-formal education and vocational training in a range of marketable skills. Of those trained, more than 1,900 were successfully placed in formal and informal sector employment or created their own enterprises.

Since 2006, USAID also has supported several smaller activities to strengthen local NGO and local government responses to trafficking, including at cross-border areas. The Ministry of Women, Children and Social Welfare (MoWCSW) and NGO implementers of UNIFEM's Reducing Trafficking Vulnerability of Women and Children at the Cross-

border Level program supported the work of district-level Women Development Offices, community vigilance cells, and cross-border committees to fight trafficking and to promote safe migration at several strategic border areas with India. Although UNIFEM's project was only 12 months long, it exceeded its objectives, including counseling more than 1,500 potential migrants and intercepting and rescuing 173 individuals from being trafficked and then reintegrating them with their families. From 2006 to 2007, Women for Human Rights (WHR), a local NGO, focused its one-year project on empowering single women's (widows') groups to fight against social injustice. In Nepal, based on caste, widows are socially and culturally marginalized, often deprived of their legal, social, economic, and cultural rights. Widows are required to differentiate themselves by wearing white garments and by staying in the background, increasing their vulnerability and putting them at risk of gender-based violence and trafficking. WHR mobilized these groups at the district level to engage in community outreach on trafficking, human rights, and peace issues.

Finally, between 2006 and 2008, USAID supported the efforts of World Education in the Kathmandu Valley and major trafficking source districts. The Starting New Life: Supporting Survivors of Trafficking for Community Re-integration in Nepal program, working with NGO partners, provided non-formal education and vocational training to more than 3,000 vulnerable girls and women and trafficking victims. World Education's NGO partners also worked in their communities to rescue victims, including interception at bus stations of girls who had been trafficked or were about to be trafficked. Once rescued, victims were referred to short-term shelters prior to being helped to return to their communities.

### **Best Practices**

*Strengthening local-level task forces recognized by the national government was an effective approach to mobilize communities against trafficking.*

District- and village-level anti-trafficking task forces are affiliated with formal local government structures at each level, the Village Development Committees (VDC) and District Development Committees (DDC). TAF and partner NGOs encouraged the formation of the task forces through meetings with community organizations and with higher-level government officials and provided technical and financial support for some of their initial activities. Task force members include local government officials, and women's, youth, and other community-based organizations. Once formed, the task forces undertook many joint activities with their communities such as intercepting and rescuing victims as well as filing cases against traffickers, in addition to awareness activities such as street drama and ads on safe migration. Because the task forces are official entities, they can solicit government funding and some have received government financing for trafficking awareness programs, interventions, and victim support. Because they are structured to be accountable to their communities as well as to the national government, they hold great potential as a sustainable mechanism to combat trafficking.

*Support from high-level government officials helped community-level efforts to succeed.*

Although many of their activities involved local NGO partners, both UNIFEM and TAF worked directly with high-level government officials within their anti-trafficking counterpart, the Ministry of Women Children and Social Welfare, obtaining their support and encouraging their involvement in monitoring their efforts with local NGO partners. TAF and its NGO partners engaged members of the country's National Task Force against trafficking as well as the Joint Secretary and Under Secretaries of the Ministry, holding meetings to inform them about programs conducted in the districts and to engage them in program strategies including the need to strengthen the task force mechanism at the village and district level.

*Rescue can take place effectively at points of transit, especially with the involvement of transport workers. Bus stations are sites where trafficking victims became more visible while being moved by traffickers and where information on safe migration can be disseminated.*

While transport workers are sometimes complicit in supporting trafficking, they played an important role in USAID programs in combating it. Transport workers in Kathmandu and other urban hubs have proven to be well-positioned to identify clandestine activities as well as provide outreach to potential — and actual — trafficking victims. These workers include bus drivers, ticket sellers at bus stations, and others working at the stations. Through USAID's Combating Trafficking project, TAF supported training for more than 600 transport workers and helped them to form vigilance groups. Operating with the support of local police and government agencies, they were able to intervene and rescue young women traveling alone or with suspicious older men and women. Many women were saved from brokered false marriages, forced prostitution, and false jobs. Some of those rescued had run away from their traffickers and were alone and desperate. The vigilance cells referred the individuals to anti-trafficking NGOs for support, or in some cases helped them to return to their families. More recently, World Education and one of its NGO partners, Helpline, placed outreach workers at a major bus park in Kathmandu where an estimated 200 buses pass each day. There, aided by an informal network of hawkers and tea stall owners in the station, they intercepted 512 trafficking victims and provided them with accommodations, counseling, and emergency shelter services. Partner NGOs also disseminated information on trafficking and safe migration to thousands of travelers at the stations.

*The psychosocial recovery and reintegration of former trafficking victims was facilitated through deliberate steps to professionalize support services provided by NGO partners.*

To address gaps in quality services provided by NGOs and help survivors cope with the full range of psychological and medical repercussions of their ordeal, TAF developed, piloted, and trained NGO partners in best practices. TAF developed a case management system for local NGOs to holistically assess cases and develop appropriate follow-up plans for their rehabilitation and reintegration centers. The institutionalized case management system included assignment of case responsibility to a single counselor for each client from intake to discharge; multidisciplinary team meetings with medical personnel, social workers, and lawyers; documentation procedures such as intake and

assessment forms; and a supervision system to monitor services. To respond to weaknesses in the quality of psychosocial counseling, one of TAF's NGO partners provided a four-month training program on psychosocial counseling for 12 trainees from other local NGO partners. These trainees counseled more than 1,400 survivors and vulnerable girls.

*Training in traditional and non-traditional skills expanded the employment options of vulnerable young women and former trafficking victims in line with market opportunities.*

TAF's Gainful Employment approach recognized that the lack of marketable skills in both the formal and informal sectors increased young women's vulnerability and looked for opportunities in areas of proven demand. Traditional skills training included courses in tailoring, candle-making, weaving, and jewelry-making. Training also included non-traditional skills such as driving, mechanics, security guarding, electric house wiring, barbering, and screen printing. Women in rural areas tended to prefer traditional skills while those in urban areas were more likely to choose non-traditional skills. NGO partners coordinated with employers to facilitate job placement. In response to the special needs of the new employees, they monitored, counseled, and provided basic support such as transport to participants.

*School teachers and students are effective at disseminating anti-trafficking messages at the grassroots level.*

Students and teachers were organized and effective in disseminating trafficking information while at the same time educating their peers about gender disparities that increase the vulnerability of women. TAF's partners trained secondary school teachers in all of the districts in which they were working and conducted orientation classes for senior students on trafficking and safe migration. Trained teachers actively participated in advocacy programs in communities in the vicinities of the schools. Students traveled to remote areas around their village and conducted mobile anti-trafficking workshops. Youth and teachers have the capacity to reach a large audience with anti-trafficking and safe migration messages.

## **Lessons Learned**

*For gainful employment, training courses and job placement should match the capacity and special needs of participants, both those vulnerable to being trafficked and trafficking survivors. Helping former trafficking victims to find and retain employment is much more difficult than helping those who have not been trafficked.*

Many high-risk young women and trafficking survivors have little in the way of formal education to prepare them for employment. TAF had originally planned to work with the country's leading industrial associations and schools but found that the trainees, illiterate or school dropouts for the most part, were unable to meet competitive requirements of these institutions. They had to abandon this strategy and instead worked with less prominent government-accredited institutions to provide vocational training. Since some participants lacked the basic skills needed to complete the vocational classes, basic

literacy and life skills courses were offered prior to or at the same time as vocational training. In addition, many trafficking victims have suffered severe trauma. Taking into account victims' psychological condition, employers face long-term challenges of creating and maintaining professional, safe work environments that are conducive to recovery while providing opportunities to earn fair wages. Employers will also need to sensitize their other employees to the unique needs and fears of victims and to prevent discrimination in the workplace because of the stigma of being trafficked.

*While safe migration services were valuable for guiding and informing potential migrants and helped individuals to avoid being trafficked, they were not sustainable.*

Despite the value of these services, they could not be institutionalized because the counselors providing such services needed to be paid beyond the end of TAF's Combating Trafficking project. TAF's partner, NGO Federation, set up Safe Migration Counseling Booths in each of seven districts that provided information on the correct procedures for legal migration and helped individuals to migrate legally. They also provided information about trafficking — who to contact, what to do, how traffickers operate, and their modes of transport. The effort undoubtedly prevented individuals from being trafficked, especially in cases where prospective travelers were planning to or had already entrusted travel documents or funds to manpower agents but were able to follow up to check on the validity of the agent. However, the activity was completely dependent on NGO funding. Since the services were coordinated with the district-level offices where travelers need to go to obtain official documents, a future similar effort might be formalized and at least partly undertaken by district officials.

*Working more directly with police and law enforcement probably would have improved program outcomes in terms of treatment of victims by police and prosecution actions against traffickers.*

Although there was informal cooperation among many partner NGOs, local task forces, and local police, USAID programs did not work directly with the police. Many partner NGOs and community organizations filed complaints with or reported cases to the police, including some of the VDC task forces supported through the TAF program, and there were many cases of individual police rescuing victims, working together with local anti-trafficking organizations. Police play a critical role in anti-trafficking efforts but are hampered by a lack of resources and an understanding of trafficking and of their role in addressing it. The 2007 passage of the anti-trafficking law makes it even more important that police understand the legislation and their role in interception, victim support, and prosecution.

## **SOUTH ASIA REGIONAL INITIATIVE/EQUITY SUPPORT PROGRAM (SARI/EQUITY)**

From 2000 to 2006, USAID supported the South Asia Regional Initiative/Equity Support Project (SARI/Equity), implemented by the Academy for Educational Development (AED) and UNIFEM in collaboration with NGOs, international organizations, government agencies, members of the judiciary and law enforcement, and academic institutions.<sup>22</sup> Both organizations promoted prevention strategies to reduce incidents of trafficking for at-risk groups in the region, provided practical information on prevention programs and advocacy techniques related to social equity for women and children, and improved cross-border actions. AED created a Regional Action Forum (RAF) mechanism to bring anti-trafficking stakeholders together to discuss challenges and to initiate policy reform in three areas: improving the implementation of laws addressing trafficking, unsafe migration, and gender violence; strengthening support services for victims; and promoting safe migration. Regional Action Forum members included South Asian experts in governance, human rights, trafficking, and migration issues. National Core Groups acted as extensions of the regional forums to encourage consultation at the country level. Additionally, SARI/Equity awarded small grants and fellowships for action-oriented research and set up a Web site as a platform for sharing best practices.

SARI/Equity's knowledge-sharing efforts helped to establish and strengthen informal anti-trafficking networks within and across borders. AED's partners also developed knowledge and skills to professionalize care and protection for victims. Through the collaboration among participating members, researchers, and consultants, various products were created and widely disseminated. These products included:

- “Victim Witness Protection Protocol to Combat Trafficking, Commercial Exploitation and Sexual Abuse of Women and Children in South Asia”
- “Protocol on Minimum Standards for the Care and Support of Victims of Trafficking and Other Forms of Violence in South Asia”
- “Handbook for Practitioners on the Regional Minimum Standards Protocol”
- “South Asian Resource Book on Livelihood Options for Survivors of Trafficking and Other Forms of Violence”

The Regional Action Forums also produced a regional mass awareness toolkit on safe migration and compiled landmark trafficking judgments throughout South Asia.

### **Best Practices**

*The development and dissemination of products created during the SARI/Equity program to improve anti-trafficking interventions and victim protection services resulted from a consultative process that brought together global, South Asia regional, and national actors with diverse skills, knowledge, and expertise. This consultative process facilitated wide dissemination of these products throughout the South Asia region.*

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<sup>22</sup> UNIFEM's cross-border interventions are included in the India country program profile.

The products included a victim witness protection protocol and minimum standards of care for victims of trafficking and violence. Various national governments in South Asia modified the texts to address country-specific protection challenges. According to the USAID/India representative, the protection protocol and minimum care standards have been shared with NGO-run and government shelter homes in many states of India to be used as monitoring tools. Moreover, state governments in India are adapting them to address specific gaps in shelter home standards and support services within their regions. Additionally, UNODC has used the protocols and landmark judgments in training Indian and Nepalese law enforcement agencies as well as prosecutors in both countries.

### **Lessons Learned**

*While Regional Action Forums were effective in providing opportunities to share information and informed the development of various products to address trafficking in South Asia, they were not a substitute for formal cross-border agreements among countries in the region.*

SARI/Equity was conceived as a regional program with small grants and periodic regional workshops and meetings with representatives from a wide range of organizations. Over time, the Regional Action Forums became venues for vetting ideas and problems as they emerged for a specific country as well as for generating solutions and discovering new approaches that might be replicable elsewhere in the region. As ad-hoc groupings not linked to national governments or international organizations, they were not sustainable vehicles to address cross-border aspects of trafficking.

## **CAMBODIA**

### **Trafficking in Persons Overview**

According to the U. S. Department of State's 2009 Trafficking in Persons Report, Cambodia is a source and destination country for trafficking victims. While some are trafficked for commercial sexual exploitation internally and to Thailand and Malaysia, others are victims of forced labor within the Thai fishing, construction, and agricultural industries after migrating legally in search of work. Some parents sometimes sell their children into involuntary servitude. Other children are trafficked internally for waste scavenging, salt production, brick making, and quarrying. NGOs and media outlets have reported that internal sex trafficking of women and girls from ethnic minority groups is increasing. While Cambodian women and girls who are trafficked to Thailand are often exploited as domestic workers, others are forced into prostitution. Cambodia is also a destination country for Vietnamese women and girls who are trafficked for prostitution for child sex tourism.

Despite efforts to implement comprehensive anti-trafficking legislation and to combat trafficking, Cambodia was moved to Tier 2 Watch List because of a lack of progress in convicting and punishing traffickers and in protecting trafficking victims. In 2008, the Royal Government of Cambodia created a national anti-trafficking task force that has improved coordination among government agencies and civil society organizations. Cambodia's Law on the Suppression of Human Trafficking and Sexual Exploitation, instituted in February 2008, empowers law enforcement officials to prosecute and convict trafficking perpetrators. Nonetheless, over the last year there has been a decline in the number of convictions as well as failure to prosecute and convict officials involved in trafficking. In the area of protection, law enforcement and immigration officials have implemented formal procedures to identify victims and to refer them to provincial and municipal Departments of Social Affairs. However, some trafficking victims continue to be detained and in some cases abused while in custody. While the Ministry of Social Affairs, Veterans, and Youth Rehabilitation works with NGOs and intergovernmental organizations to refer victims to transit centers that help with family tracing and community reintegration, the 2008 Law on the Suppression of Human Trafficking and Sexual Exploitation does not include any protection provisions for trafficking victims. The Ministry of Tourism has also collaborated with an NGO to produce and distribute materials in tourism brochures about the penalties for engaging in child sex tourism and has held workshops for members of the tourism sector on how to identify and intervene in trafficking and child exploitation cases.

### **Program Summary**

USAID has supported multiple anti-trafficking interventions in Cambodia since 2002 that have raised public awareness through community and nationwide campaigns, supported local NGO partners to improve the quality and scope of services provided to trafficking victims, and assisted NGO efforts to pursue justice for trafficking victims within the Cambodian justice system. With USAID's assistance, the Royal Government of Cambodia established the National Task Force to Combat Human Trafficking and began

to fulfill its mandate to coordinate the anti-trafficking response among governmental and NGO bodies.

In 2002, USAID began the four-year Information Campaign to Combat Trafficking in Women and Children in Cambodia, implemented by IOM. IOM worked intensively with its key government counterpart, the Ministry of Women's Affairs, and with local officials at the provincial level to mobilize communities against trafficking and unsafe migration. Road shows were conducted in 70 districts covering 840 villages in 18 provinces, reaching an estimated 305,000 people. More than 300 village chiefs were trained to act as trafficking focal points to provide information about trafficking and victim services in their communities. Moreover, 19 staff members from the Ministry of Women's Affairs received on-the-job training in designing and implementing a national information campaign. Also with IOM, in 2003 USAID initiated the three-year Psychosocial Rehabilitation and Material Support project. Working with the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation, IOM provided training in psychosocial counseling to representatives from 20 local NGO service providers and 65 counterparts from 18 local organizations to facilitate the recovery and reintegration of trafficking victims. IOM conducted regular individual supervisions and practice observations as well. An estimated 1,500 vulnerable women and children benefitted from the project, including 250 trafficking victims in three high-risk provinces.

Between 2003 and 2005, USAID supported the International Justice Mission (IJM) in its Initiative to End Commercial Sexual Exploitation in Cambodia to reduce incidents of commercial sexual trafficking of minors through the rescue of victims, police training, and prosecution of traffickers. IJM investigations led to the rescue of 129 minors and trafficked women from commercial sexual exploitation. With the help of IJM's investigation and case monitoring teams, 51 perpetrators were arrested, with 35 trials and 36 convictions. Additionally, 180 police officers from the Ministry of the Interior's Anti-Trafficking Police Juvenile Protection Unit received training in investigation methods.

Since 2004, The Asia Foundation has been a key partner in implementing USAID-funded anti-trafficking programs in Cambodia. Initially through the Program to Counter Trafficking in Cambodia through Improved Prevention, Protective Services, and Reintegration Support, the aim was to reduce the vulnerability of women and girls to trafficking by providing them with better life options, information, and protection services. In 2006, TAF began a new program entitled the Counter-Trafficking in Persons (CTIP) program. CTIP was instrumental in assisting the government to bring together key government ministries and agencies, civil society groups, and local and international organizations for the creation of the National Task Force in 2007. TAF and its partners have been collaborating with the National Task Force in improving the capacity of task force members and key government ministries to implement the new anti-trafficking law, implement a national public awareness campaign, and establish a comprehensive victim assistance package that includes national minimum care standards for all of Cambodia's shelters, and increase awareness and understanding of the new Law on the Suppression of Human Trafficking and Sexual Exploitation. In early 2007, USAID funded a pilot shelter enhancement program as an additional component of the CTIP program. For the pilot,

two local NGO partners, the Healthcare Center for Children (HCC) and the Cambodian Center for the Protection of Children's Rights (CCPCR), have been tasked with making comprehensive improvements to two of their shelters in Koh Kong and Svay Rieng. TAF and the NGO partners are working to rehabilitate the facilities and to field-test approaches to provide comprehensive shelter services that support victims' recovery and successful reintegration. Information provided from the pilot shelter project fed into the development of the national minimum victim care standards.

## **Best Practices**

*The creation of the National Task Force has been a Cambodian-led effort that has brought together all national anti-trafficking actors for a coordinated response.*

The National Task Force coordinates counter-trafficking activities to reduce duplication, focus interventions around shared priorities, and improve protection mechanisms for trafficking victims. It works with both the NGO sector and government agencies across the range of trafficking interventions. Separate working groups monitor anti-trafficking activities in the areas of prevention, protection, and prosecution with smaller cluster groups focused on more specific issues under the working groups. The National Task Force and its working groups have reached an agreement with NGO partners and international organizations to institutionalize training for police, judges, and prosecutors by using a standard curriculum. The curriculum will utilize a common interpretation of the new Law on the Suppression of Human Trafficking and Sexual Exploitation. The work of the National Task Force on the comprehensive victim assistance package should eventually result in its formal adoption nationwide. As the National Task Force nears its second anniversary, the government is looking at reforming the structure to further enhance coordination and promote anti-trafficking efforts

*One of the pilot shelters is field testing a multidisciplinary case-management approach, bringing together members of law enforcement, government officials, and NGO service providers to offer comprehensive, ongoing victim support and facilitate prosecution of traffickers.*

HCC's efforts in Koh Kong have resulted in greater collaboration among NGO service providers. Regular meetings are held to discuss complex cases and to provide the best possible support for each shelter resident. HCC is also monitoring staff capacity to complete case management files and is providing ongoing training to ensure that the staff has the skills needed to carry out responsibilities effectively and professionally. Officials from government ministries, immigration, and military police have agreed to collaborate in joint anti-trafficking efforts to apprehend and prosecute traffickers.

*The creation of protection data sets will help the government and NGO service providers begin standardizing information being collected on trafficking victims and measure the impact of support services on victims' recovery and reintegration.*

A lack of standardized data sets represents a significant challenge in understanding the extent of Cambodia's trafficking problem, designing and providing services to victims,

and tracking prosecution of cases. USAID has been working with the National Task Force to overcome these challenges. In 2008, the National Task Force and two of its NGO partners, ECPAT and Coalition to Address Sexual Exploitation of Children in Cambodia (COSECAM), launched a new collection system on protection data gleaned from more than 50 shelters providing assistance to trafficking victims. Forty data-entry operators from the participating shelters were trained to integrate information about victims and services from their respective shelters and to exchange ideas about ways of improving existing data collection systems.

*A victim assistance manual has been developed as part of the comprehensive victim protection package.*

The National Task Force has collaborated with TAF and NGO service providers in preparing the manual. The manual provides guidelines for social workers and other service providers on basic psychosocial counseling practices that comply with the minimum victim care protection standards. It also includes picture stories illustrating victim case examples and appropriate interventions, games, and activities to elicit victim responses to facilitate their recovery, and a checklist of what to do and not do when working with shelter victims.

### **Lessons Learned**

*Anti-trafficking programs do not yet offer assistance for certain groups of trafficking victims whose trafficking experiences and reintegration challenges require different support services from current interventions.*

In cross-border areas where the pilot shelters are being implemented, TAF's NGO partners have begun to note gaps in the types of services needed to assist male victims of labor trafficking. In an effort to address these gaps, in 2008 HCC established a Men's Assessment Center in Koh Kong to identify cases of labor trafficking among male deportees from Thailand and to provide for their specific needs prior to reintegration. HCC's Koh Kong staff goes to the border on a rotating basis to observe and monitor the deportation process and to offer deportees assistance. HCC staff also engages in study visits with CCPCR, IOM, and the Department of Social Affairs, Veterans, and Youth Rehabilitation in Svay Rieng to exchange lessons learned and best practices for working with male trafficking victims. During the first half of 2008, 25 male deportees received assistance at the Assessment Center.

*Difficulties in accessing legal aid services have limited the ability of trafficking victims to seek redress afforded them under the new Law on the Suppression of Human Trafficking and Sexual Exploitation.*

A 2008 study completed by TAF revealed that Cambodian lawyers have heavy caseloads and often travel to several provinces to provide legal assistance in trafficking cases while juggling other cases at the same time. These limitations make it difficult for them to have time to interact and develop trust with the victims they are representing. Many lawyers lack professional skills on the use of evidence, effective case preparation, and how to deal

sensitively with trafficking victims to convey information about complex legal issues. They also lack knowledge about the new Law on the Suppression of Human Trafficking and Sexual Exploitation. These obstacles limit lawyers' ability to help trafficking victims to understand their legal rights, press charges, and testify against perpetrators. To begin to address these challenges, CTIP and a local NGO partner, Legal Support for Children and Women, launched a pilot project in Svay Rieng province. The pilot effort will train approximately 25 participants selected from a group of community leaders, local authorities, and the CCPCR shelter staff to provide "legal first aid" to victims of trafficking to help fill the vacuum created by the lack of available lawyers in the country. Victims will receive information on their rights and assistance in pressing charges against perpetrators. After six months, the project will be evaluated, and based on the findings, may be expanded.

*While the radio broadcasts of the current national public awareness campaign are able to reach much of Cambodia's population, special efforts are needed to address the concerns of all vulnerable groups and all forms of trafficking that affect them.*

During the implementation of an earlier public awareness campaign, some at-risk individuals, including women, were not specifically identified and invited to attend village-based activities such as road shows and community meetings. Village chiefs were also reluctant to conduct follow-up meetings for those unable to attend these activities. The National Task Force's public information campaign is now responsible for disseminating information about trafficking issues, the successes of ongoing trafficking interventions, and the new anti-TIP law. The campaign utilizes documentaries with footage from interviews with trafficking victims, newspaper articles, and radio shows. The radio show broadcasts reach 85 percent of Cambodia's territory. Those reached include Cambodian nationals, some of whom are in exploitative situations while working on fishing boats off Thailand's coast. However, many of those who are most vulnerable live in remote areas and in isolated communities and even today may not be reached by the campaign.

## **INDONESIA**

### **Trafficking in Persons Overview**

According to the U. S. Department of State's 2009 Trafficking in Persons Report, Indonesia is a source, transit, and destination country for trafficked victims of commercial sexual exploitation and forced labor. Many victims of forced labor and debt bondage initially immigrate to more developed countries in Asia and the Middle East to work in construction, agriculture, manufacturing, and domestic service. In the last year, a new trend was identified involving Indonesian women trafficked to Iraq's Kurdistan region for domestic servitude. Some Indonesian labor recruitment companies operate similarly to trafficking rings. Additionally, traffickers use false documents to obtain visas and to force women and girls into prostitution in Malaysia and Singapore. Internal trafficking is also a significant problem within Indonesia, and sex tourism is pervasive in most urban areas and tourist sites. Another new trend identified is the recruitment of girls and women for work as waitresses in Papua's extractive industry sites who are forced into prostitution.

Indonesia has been on Tier 2 since 2007. The Indonesian government passed a comprehensive anti-trafficking law in April 2007 prohibiting all forms of trafficking and delineating penalties commensurate with other grave crimes. Trafficking prosecutions and convictions have increased against perpetrators of commercial sexual exploitation and labor trafficking. Jakarta's anti-trafficking task force worked with local police, the Ministry of Manpower, the Migrant Workers Protection Agency, Immigration, Ministry of Foreign Affairs, and NGOs to shut down several large recruitment agencies. Additionally, some immigration, labor, and local government officials were arrested for their involvement in trafficking activities. In the area of protection, Indonesia maintains a policy not to detain or imprison trafficking victims and provides some victim assistance services. The Foreign Ministry operates shelters for trafficking victims and migrant workers at its overseas embassies and consulates. Moreover, the Social Affairs Ministry Directorate of Social Assistance for Victims of Violence and Migrant Workers offers a range of services to facilitate the return and reintegration of trafficked victims. In the area of prevention, the Indonesia government collaborates with numerous NGO and international organizations to raise awareness and combat trafficking. Throughout 2008, the Ministry of Women's Empowerment (MWE) conducted outreach programs and drafted a new national plan of action on trafficking. The media routinely reports on trafficking cases and has expanded coverage of trafficking on television and radio as well as in newspapers. The Indonesian police have cooperated with Australia and the United States to investigate expatriates engaged in child sex tourism and to arrest pedophiles from overseas.

### **Program Summary**

Since 2001 in Indonesia, USAID and its partners have assisted the government with anti-trafficking legislation and policies, helped to improve coordination among government and non-governmental organizations on anti-trafficking initiatives, and contributed to a marked increase in national awareness of trafficking.

USAID supported the joint efforts of the American Center for Labor Solidarity (ACILS or The Solidarity Center) and the International Catholic Migration Commission (ICMC) through several grants. The first of these, Creating an Enabling Environment Project to Overcome Trafficking of Women and Children (CTP), funded from 2001-2004, assisted the Ministries of Women's Empowerment (KPP), of Foreign Affairs, and of Manpower in coordinating the first-ever national anti-trafficking conference, advocating for the anti-trafficking law and drafting the 2002 National Plan of Action for the Elimination of Trafficking in Women and Children calling for protection, prevention, and law enforcement efforts. The follow-on program implemented by ACILS/ICMC was the Strengthening the Initiatives of Government and Others against Human Trafficking (SIGHT) project. SIGHT operated from 2004 to 2006 in 10 provinces, mainly in the Southern and Eastern parts of the country (Central, East, and West Java; West and East Kalimantan; West Nusa Tenggara, Jakarta, North Sulawesi, North Sumatra, and Riau Islands). SIGHT continued and expanded the emphasis on government advocacy while mounting national public information campaigns and issuing 50 grants to local organizations to educate communities and provide survivor services, including in the wake of the 2004 tsunami. The KPP distributed the 2002 National Plan of Action to local governments and developed provisional action plans for testing at the provincial level. SIGHT supported research on debt bondage and helped the KPP hold a conference on debt bondage. Indonesia's national spokesperson against trafficking, Dewi Hughes, benefitted from SIGHT's technical and logistic support for her numerous media engagements and awareness-raising activities that reached millions of Indonesians. A toolkit to mount anti-trafficking campaigns — containing a documentary, training video, fact sheets, and a youth comic book — was distributed all over the country.

Between 2004 and 2007, USAID supported the work of The Asia Foundation's Combating Trafficking in Persons in Indonesia (CTIP) project, which focused on three provinces known to be key source areas for trafficked women, East Java, West Java, and West Kalimantan. Working with seven local NGOs and multiple Islamic organizations, TAF participated in the national-level advocacy effort and promoted improvements in local-level governance. TAF and its partners helped districts and municipalities establish anti-trafficking policies and introduced more than 200 local government officials to tools to help them develop their own programs. Through CTIP, religious leaders were also engaged to spread awareness and promote concrete action against trafficking. Female and male religious leaders incorporated TIP issues within their sermons and one partner — the Fahmina Institute — published a book entitled *Islamic Law on Combating Trafficking in Persons*, which has been distributed across Indonesia. TAF estimates that overall, it reached hundreds of thousands of Indonesians through posters, leaflets, and more than 500 community meetings.

In 2007, USAID began a new effort with ACILS and ICMC, the Anti-Trafficking in Persons Program (ATP), in eight strategic districts along corridors of migration in three provinces: Riau Islands, West Kalimantan, and West Java. There is a deliberate focus on cultivating political will and participation among government institutions. Notably, through ATP the government is receiving help in developing several of the implementing

regulations called for in the anti-trafficking law. ATP's implementers also played a central role in the multi-organizational evaluation of the country's 2002 National Plan of Action, working to ensure that recommendations build on lessons learned. In assisting the government in developing a new National Plan of Action for 2009-2013, ACILS and ICMC are emphasizing gaps identified as part of the evaluation such as the need for heightened emphasis on debt bondage.

### **Best Practices**

*Sustained USAID support helped with passage and implementation of national legislation.*

From 2002 until 2007, USAID and its partners helped the government of Indonesia take steps that culminated in 2007 in the passage of the country's first comprehensive anti-trafficking law. USAID and its partners assisted with background research papers, including comparative analyses of other country legislation, met with members of parliament, and provided an advisor to work with the drafting committee. The law as enacted is consistent with the UN trafficking protocol, prohibits all forms of trafficking, delineates penalties commensurate with other grave crimes, and includes clauses that address children, compensation, and immunity of victims from being prosecuted. Following passage of the law, ACILS and ICMC turned to its implementation, helping the government obtain public input and draft implementing regulations covering integrated victim services centers to be set up in every district and municipality and regulations on the formation of task forces at the national, provincial, and district/municipal levels. To assist with local-level promulgation of the law, local partners are serving as technical advisors to local governments in eight districts.

*Village-level organizations can influence local policy and coordinate action to combat human trafficking.*

Among the community-level initiatives supported by TAF were those of the partner organization SARI in the Ngawi District of East Java, a major source area for traffickers. SARI set up village-level anti-trafficking task forces that reached out to village leaders, youth, women's, and religious organizations in the district. The task forces successfully introduced new village regulations ("*perdes*") reflecting agreement between communities and village governments to prevent trafficking, for example, procedures to be followed by individuals seeking to work abroad. In addition, the task forces prepared their own Standard Operating Procedures (SOPs) and set up a referral system to integrate services for returning victims including links to medical support, counseling, legal assistance and help with reintegration. In its final report, TAF cited SARI's work as a significant achievement to protect victims of both trafficking and domestic violence in the district. The initiative was particularly impressive given the lack of a national legal framework for anti-trafficking action at the time.

*Support for research and national-level discussions helped to draw attention to the causes and consequences of debt bondage.*

Traditionally, many in Indonesian society accept debt bondage as a fact of life for the impoverished, but the practice legitimizes one of the main tools used by traffickers to keep people in situations of forced labor. Through the SIGHT program, USAID supported research on how debt bondage affects migrant workers trafficked and exploited for domestic work as well as women and girls trafficked into prostitution. ACILS and ICMC published an issue paper on debt bondage and trafficking and researched legal considerations. The Ministry of Women's Empowerment hosted a two-day National Conference on Debt Bondage with government and civil society stakeholders from 12 provinces. The conference resulted in recommendations for the national counter-trafficking task force on steps to be taken to tackle debt bondage.

*Muslim organizations and schools were able to play an important role in the fight against trafficking by spreading awareness of trafficking and safe migration practices at the local level.*

TAF led an effort to work with several nationwide Muslim organizations. Prior to the enactment of the national law, one of the largest Muslim organizations in Indonesia — Nahdlatul Ulama — issued an anti-trafficking *fatwa* forbidding trafficking and stating that the prevention of trafficking and all forms of exploitation as well as protecting its victims is obligatory for all Muslims, especially members of the government and religious leaders. Teachers and school counselors from 99 Islamic boarding schools were trained to deliver anti-trafficking education modules. Homeroom teachers incorporated trafficking discussions into the curriculum of junior high and high school students. The Fahmina Institute conducted trainings for preachers in eight sub-districts (four in the district of Cirebon and four in the district of Indramayu). Fahmina also produced community radio shows and developed public service announcements discussing trafficking and safe migration. For his work in community anti-trafficking efforts, the founder of the Fahmina Institute — Kyai Husein Muhammad — was acknowledged by the U. S. Department of State as one of 10 world heroes in its 2006 TIP Report.

*Having a national celebrity serve as TIP spokesperson was possible because of sustained behind-the-scenes support.*

In 2003 a hugely popular television personality, Dewi Hughes, was recruited by the Indonesian government to be the National Spokesperson for the Campaign to Eliminate the Trafficking of Indonesian Women and Children. As the official anti-TIP Spokesperson, Ms. Hughes has reached millions of Indonesians through television, radio, and newspaper interviews as well as public appearances at events. She has also engaged senior government officials in discussions on trafficking. Ms. Hughes was acknowledged in the 2005 TIP Report as one of the heroes acting to end modern-day slavery. Over several years, SIGHT was her technical advisor, helped with her speeches and press releases, and coordinated her efforts while serving as her liaison with government, non-government, and media stakeholders. To promote sustainability, USAID is currently helping the recently established Dewi Hughes Foundation take on the role of supporting her as Spokesperson. Through the Foundation Ms. Hughes continues to speak publicly

and meet with ministry representatives. The Foundation itself conducted anti-trafficking training for 18 religious leaders (nine female, nine male) from different religions.

*Practical educational materials aimed at youth, including members of the Scout movement, have wide appeal.*

The media and training kit developed by ACILS/ICMC enables non-experts to educate others about trafficking through face-to-face engagements. It includes a 72-minute training video, a 45-minute documentary, a facilitator's manual, a comic book targeted to youth, and multiple fact sheets and leaflets. More than 850 facilitators were trained and more than 665 media kits were distributed to 283 government and non-governmental agencies, among them schools, union leaders, and Scout troops, who were also trained on how to use the kit. Another 3,599 training videos were disseminated without kits to those not trained as facilitators, and 8,170 comic books were disbursed. The kit has been used by USAID Nepal for its own anti-trafficking efforts. The U. S. Department of State's 2006 TIP report cited the media and training kit as a best practice.

*The SIGHT program was structured in such a way as to enable some partner organizations to respond to trafficking in the wake of the 2004 tsunami.*

When the 2004 tsunami hit the country, SIGHT was able to respond with grants to three local NGOs to address heightened vulnerability of residents to trafficking in hard-hit areas. Fifty young women and widows who had lost their homes and sources of income in the tsunami and were living in camps for displaced people received livelihoods training. Anti-trafficking prevention messages were disseminated to 19 camps via 3,200 comic books, 3,000 brochures, and 300 poster-calendars. After a two-day visit to Aceh, Spokesperson Dewi Hughes held a press conference in Jakarta on the trafficking situation in Aceh. Eight different media agencies covered the event.

## **Lessons Learned**

*In the absence of an overall national policy framework for anti-trafficking prior to the issuance of the anti-trafficking law, local-level efforts delivered limited results.*

The anti-trafficking law mandates an overall framework for action at the national, provincial, and district/municipal levels. Prior to its passage, USAID's partners worked on an ad-hoc basis with individual local government entities to create anti-trafficking regulations and policies. There were some notable successes. One of TAF's local partners in West Kalimantan worked with the provincial government to draft and implement a Governor's Decree and Regional Action Plan on trafficking. Another partner was asked by the Youth and Women's Empowerment Office of the Province of West Kalimantan to analyze the provincial budget to see how allocations could support anti-trafficking efforts. However, without having the legally mandated procedures included in the anti-TIP law, it was difficult to motivate local governments to form task forces or issue decrees. Even when they did there was little tangible change in terms of significant budget allocations for combating trafficking.

*Developing Standard Operating Procedures for victim care requires sustained coordination and wide consultation with ministries and stakeholders.*

One of the earliest objectives of ACILS/ICMC was to work with the Ministry of Women's Empowerment to develop and test SOPs for victim care. Although a draft was prepared, the SOPs were not finalized or implemented as planned, largely due to a need for greater coordination with line ministries and other organizations involved in the anti-trafficking effort. Additionally, the government did not commit enough funding to disseminate and test the draft SOPs. Under its ongoing program, ACILS/ICMC is now providing technical expertise to the government to assist with production of a revised draft set of operating procedures and a first draft of a regulation on Standard Minimum Services. Broad consultation is ensured through facilitated focus group discussions among service centers, local government, law enforcement officials, and members of the public.

*Development of a trafficking data management system has proven to be more challenging than anticipated by government or donors.*

The Indonesian government supports the idea of a data management system, but it does not have the financial or human resources to invest in it. The Ministry of Women's Empowerment, while committed to serving as a focal point for collecting, managing, and disseminating trafficking information, lacks qualified staff to serve as data collectors and processors. ACILS/ICMC has drafted a work plan for the implementation of the system and has taken steps such as administering baseline surveys to measure current capacity and knowledge about data management by relevant stakeholders. In their second annual report, ACILS/ICMC noted that engagement with the government on this activity will require sustained effort through the life of the project.

## PHILIPPINES

### Trafficking in Persons Overview

According to the U. S. Department of State's 2009 Trafficking in Persons Report, the Philippines is a major source country for men, women, and children trafficked for purposes of commercial sexual exploitation and forced labor. Some men and women who migrate abroad in search of employment become victims of involuntary servitude in the Middle East, Asia, Africa, and Europe. Women and girls are trafficked to more developed nations in Asia, the Middle East, and Western Europe for commercial sexual exploitation. Within the Philippines, women and children are trafficked from poor communities to urban areas for sexual or labor exploitation as domestic servants and factory workers. A small number of women are trafficked for commercial sexual exploitation from China, South Korea, and Russia and Eastern Europe. Child sex tourism is a serious problem for the Philippines.

Despite government efforts to combat trafficking, the Philippines has been placed on Tier 2 Watch List because of a lack of progress in trafficking convictions, particularly in labor trafficking. Although the number of trafficking cases filed in court increased, only four trafficking convictions were obtained, none of which were for labor trafficking. The Department of Justice (DOJ) has an anti-trafficking team of prosecutors in Manila plus prosecutors who work on trafficking from regional offices. In 2008 Filipino law enforcement agencies reported 168 trafficking cases to the DoJ, of which 97 were prosecuted. The Philippines Overseas Employment Agency (POEA) filed 318 cases against labor recruiters for using fraudulent practices. Through its partnerships with NGOs and international organizations, the government has continued to protect trafficking victims. It encourages victims to take legal actions against traffickers and to assist in investigations against perpetrators. Moreover, the government provides access to some shelter and relief services, and in the case of foreign trafficking victims, temporary residency status. In the area of prevention, in 2008, POEA conducted over a thousand pre-employment orientation seminars for more than 60,000 Filipino migrants departing to work abroad and trained local government units. The national Inter Agency Council against Trafficking (IACAT) sponsored the airing of anti-trafficking TV infomercials and conducted other awareness-raising programs with funding support from USAID.

### Program Summary

USAID has supported the anti-trafficking effort in the Philippines since 2002.<sup>23</sup> The American Center for International Labor Solidarity (ACILS) implemented two grants — one from 2002-2005 and the second from 2006-2007 — focusing on anti-trafficking advocacy, training, and community initiatives. Through a grant that began in 2006, The Asia Foundation further developed the country's capacity to prevent trafficking and protect victims and mobilized all segments of society including political leadership against trafficking. Several smaller projects supported media and public information,

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<sup>23</sup> Four projects implemented by USAID were funded by the Department of State, including the first ACILS grant and the three small grants with NOMM, ECPAT, and CATW-AP.

community education, and advocacy with the government: a 2004-2005 grant to the National Office of Mass Media (NOMM), a Filipino non-governmental organization; a 2004-2007 grant to the Coalition against Trafficking in Women-Asia Pacific (CATW-AP); and a 2004-2007 grant to the Philippines branch of ECPAT (End Child Prostitution, Child Pornography and the Trafficking of Children for Sexual Purposes).

USAID helped national and local officials implement the anti-trafficking law through the work of ACILS, TAF, and CATW-AP and through a major component of its broader Rule of Law Effectiveness (ROLE) program (2004-2008). A central part of the effort was to promote the adoption of local ordinances as a foundation to implement the law. ACILS alone facilitated the adoption of more than 40 local ordinances. Through the assistance of USAID partners, local ordinances were adopted at the city, municipal, or provincial level, including provisions that appropriate funds for trafficking initiatives, address training needs of personnel, provide temporary shelter, and provide economic programs for victims. Other ordinances were set up to regulate recruitment agencies and employment applications. ROLE trained law enforcers and prosecutors on how to conduct investigations, gather evidence, build cases, and report on case filing. It also educated social workers and law enforcers about human rights concerns in handling trafficking cases. The prosecuting team that secured the first conviction under the anti-trafficking act was trained by ROLE as were prosecutors for several subsequent convictions. In line with the requirements of the law, USAID's implementing partners helped establish regional-level coordinating bodies, the Regional Interagency Councils against Trafficking (RIACAT).

Both ACILS and TAF worked with local NGO partners. ACILS and its local partners monitored and documented more than 200 trafficking incidents and provided services to hundreds of victims including rescue, repatriation, case filing, referrals for temporary shelter, counseling, and reintegration. TAF addressed the long-term sustainability of Filipino anti-trafficking groups through management training and practical guidance in fundraising, facing the media, attracting volunteers, and communicating with the public. TAF also mentors selected NGOs to help them diversify funding sources. One of the first local partners to be supported by TAF, the Visayan Forum Foundation (VFF), went on to receive a direct grant from USAID in 2005 that has since been extended to 2011. The VFF, an action-oriented organization, formed and built the capacity of multidisciplinary anti-trafficking task forces at major ports to rescue and assist victims, including the Manila North Harbor, Batangas, and Davao Sasa ports. VFF operates halfway houses and safe houses linked to its ports and airport task forces that help the individuals intercepted by the task forces. More than 2,006 trafficking victims were rescued and served in the halfway houses located at the strategic ports between October 2005 and August 2007. The VFF is also active in hotspot port areas of Mindanao where traffickers transit victims to Malaysia and has begun to expand the Task Force model to international airports. USAID's support over time for the Visayan Forum Foundation has helped the organization to become a leader in providing comprehensive protective victim services.

Public information has been an element of all of the anti-trafficking programs in the Philippines. General media messaging has included TV, radio, film documentaries, press

coverage, posters, and Web sites. In some cases the information is specifically targeted to assist individuals who have begun the migration process: for example, where and how to seek help when individuals feel that they may have been dealing with illegal recruiters, given fake travel documents, or trapped into forced labor. Many organizations sponsored trafficking-dedicated phone hotlines and Web sites that led to numerous calls from employment-seekers for information and help.

## **Best Practices**

*USAID helped to lay the foundation for implementation of the anti-trafficking law through a multi-pronged effort that began immediately after the law's passage and was sustained for several years.*

Shortly after the passage of the 2003 anti-trafficking law, ACILS conducted the first orientation on the law for judges and prosecutors, consular officers, and other officials. CATW-AP mounted a campaign to implement the law by consulting with local officials; producing primers on the new law for government, media, and communities; and holding press conferences. ACILS worked with legislators on the language of the implementing rules and regulations (IRRs) of the anti-trafficking law through presentation of position papers, participation in Congressional hearings, and meetings with legislators. Many of their recommendations were accepted and included in the language of the IRRs. CATW-AP and ACILS followed test cases through litigation to monitor how the law was first used for prosecution and identify gaps. ROLE helped more than 50 prosecutors develop a national prosecution strategy and produced a manual on investigation and prosecution with the national Interagency Council against Trafficking (IACAT). TAF worked with associations of local governments, including the League of Municipalities of the Philippines, to promote local responses and presented trafficking as a concern to mayors, vice mayors, and councilors while successfully advocating for local-level anti-trafficking measures.

*The strategy of focusing at the level of local governments to promote enforcement of the anti-trafficking law has been an effective response in light of the country's decentralized structure and the requirements of the 2003 law. Formal anti-trafficking "road shows" were an effective mechanism to galvanize action.*

Building capacity at the level of local government not only acknowledges the key role of local governments in service delivery but also the requirement, per the anti-trafficking Law, for the operation of Interagency Councils against Trafficking in Persons at the local level.<sup>24</sup> The centerpiece of this strategy has been to partner with the national IACAT in a series of "Filipino Initiative Against Trafficking" road shows in the regions. These multiple-day events, sponsored by the national IACAT in partnership with local governments, have provided an orientation on trafficking and the Anti-Trafficking Law of 2003 to local officials, students, teachers, media, prosecutors, police officers, religious

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<sup>24</sup> According to TAF, the country's decentralization under the 1991 Local Government code is an important factor in mobilizing action against trafficking, in part because governments supplement the budgets of courts and prosecutorial services (Trafficking in Persons Project Work Plan, FY 2007).

groups, government agencies, and NGOs considered crucial to action against trafficking. Participating agencies have included the DOJ, the Department of Social Welfare and Development (DSWD), and the Department of Labor and Employment (DOLE). While there is a public aspect to the road shows with motorcades, programs with elected leaders, and a press conference, the road shows also serve as venues to train local government officials, prosecutors, and service providers and to secure concrete commitments of action. Since 2005, USAID through ROLE and its other partners supported 10 road shows in locations chosen for their significance as source, transit, and destination points. These road shows succeeded as planned in influencing local governments to form anti-trafficking councils at regional, provincial, city, and municipal levels; in resolutions and executive orders being issued; and in financial support to anti-trafficking efforts being committed. Many local governments subsequently initiated anti-trafficking activities and appropriated funds — even if modest — for preventive, protective, and rehabilitative programs. The Zamboanga City government prosecuting team that secured the first conviction under the 2003 law was trained during the first road show.

*The operation of frontline multisector anti-trafficking task forces at key transport hubs is an effective mechanism to intercept and assist victims and potential victims.*

Victims are most visible and accessible to being helped while they are in transit. In the Philippines the key transit points used by traffickers are seaports and airports. Recognizing this, the VFF developed a model for action at major ports used by traffickers. The original concept was to have port authorities form a group with the capacity and legal mandate to intervene to assist victims; the model has been extended to selected airports. Formal task forces are at the core of this model, built as a partnership among the port (or airport) authorities, local governments, national government agencies such as the Bureau of Immigration and the Philippine Overseas Employment Administration (POEA), police and coast guard, shipping companies, business associations, and non-governmental organizations. The involvement of trained social workers ensures that a rights-based approach will be taken. Task force members include actors already working within the ports who monitor suspicious behavior and alert, as required, others in the task force. Shipping company participants include not only manager-level personnel but also crews and worker groups (stevedores, porters, cargo handlers, vendors, security guards). Task force members are trained, depending on their role, in surveillance, detection, interception, rescue and referral, trafficking and immigration law, and evidence gathering. To intercept actual and potential victims, task force members patrol pier areas and decks, monitor passengers embarking and disembarking from vessels and buses, check for individuals who may have escaped from minders, and generally check for suspicious-looking behavior. They distribute informational materials and contact cards to travelers with emergency information that can be hidden from recruiters and traffickers. Task force members report rescues to the local police and turn them over to the VFF, whose halfway houses and safe houses provide comprehensive services including short-term accommodation, counseling, legal advice, and repatriation assistance. The VFF also assists those who manage to escape exploitation as a result of the organization's 24-hour phone hotline or project-distributed informational material.

*The Visayan Forum Foundation demonstrates how a partnership between a strong local NGO, government agencies, and the private sector can provide a foundation for long-term sustainability in victim rescue and protection.*

The VFF's work is built upon a partnership in which both government authorities and transport companies bring resources to the effort. Many port task force members from private companies serve as volunteers. Shipping companies have assisted with repatriation by providing discounted or free tickets for victims to return to their homes. Both the Ports Authority and the Manila International Airport Authority agreed to help with construction of halfway houses and signed agreements with the VFF to manage and provide direct services there. VFF has also attracted funding from other donors. Underlying the VFF's success as an anti-trafficking organization are its own strengths as an organization. The VFF's road to sustainability has included building its management capacity, a fundraising unit and a communications plan, with consistent mentoring by TAF. After being nominated by TAF, the VFF's president became the first Asian recipient of the \$1 million Skoll Award for Social Entrepreneurship.

*Male youth can be reached by their peers with messages that address the demand side of trafficking.*

Few USAID trafficking programs address demand and fewer still directly involve young men in discussions of prostitution, sexual exploitation, and trafficking. Through a small pilot program on Mindanao, CATW-AP mounted an educational campaign to change attitudes that result in sexual exploitation. The core of the effort was a series of "Young Men's Camps on Gender Issues, Sexuality and Prostitution," with the objective to enable young men — considered potential users of prostitutes — to become part of the solution in redefining socially acceptable sexual behavior and taking action to combat sexual exploitation of women. CATW-AP worked with youth aged 16-20, choosing applicants based on their capacity to serve as leaders within their peer groups. The young leaders then held workshops in their schools and communities and spoke on national radio.

## **Lessons Learned**

*The presence of secure, victim-friendly services is crucial in their participation in bringing perpetrators to justice.*

The experience of the VFF and other organizations involved in interception, rescue, and victim care has shown that how a victim is handled may determine their willingness to take action against exploiters. Inadequate victim-handling not only disappoints victims, it also discourages them from filing cases and may expose them to harassment. It may also lead to re-trafficking. Just after rescue, victims are angry and willing to be involved, but there is only a small window before interest wanes. Legal support, psychosocial counseling, and economic assistance need to be provided right away, or there is little chance that victims will want to continue with cases. For example, the VFF not only helps victims to file cases, it also quickly refers them to safe houses where they can get

the services they need in a secure environment while they pursue long-term legal action against perpetrators.

*Litigation has been limited and progress in convictions slow, due in part to overall weaknesses in the country's justice sector.*

Although many anti-trafficking cases have been filed, the prosecution process has not kept up and the number of convictions has remained low. In part this can be rectified with additional training of multidisciplinary teams of investigators, prosecutors, and judges directly responsible for trafficking cases. There is also a need for better documentation and evidence-gathering, and mechanisms for coordination among police and prosecutors across areas of origin, transit, and destination. However, system-wide weaknesses in the judicial system also play an important role. A key issue is the case backlog; years may pass before a case is heard. Not surprisingly this frustrates victim-witnesses who lose interest in pursuing their case. Another factor is the effect of corruption on the prosecution process, as documented in a study undertaken by the ROLE program.

*Successful reintegration over the long term — including preventing re-trafficking — is very unlikely unless the economic needs of the victims are addressed, yet few anti-trafficking organizations have been able to do so.*

While there is widespread acknowledgement that trafficking survivors need livelihood opportunities, access to a sustained source of income is one of the most challenging aspects of successful reintegration. Most anti-trafficking organizations do not have the capacity to fully address these needs themselves. A promising approach is to partner with other organizations that provide market-driven training and can tailor programs to meet the unique needs of trafficking survivors. For example, the Visayan Forum Foundation is participating in the Microsoft Step-Up (Stop Trafficking and Exploitation of People through Unlimited Potential) program that offers computer training for survivors.

*It is very difficult to implement a nationwide information and monitoring system on trafficking cases.*

ACILS and TAF worked with the Philippines government to set up a trafficking monitoring system. The National Police Commission (NAPOLCOM) formally adopted a Complaint Standard Reporting Form for trafficking cases. ACILS helped to develop the form and a user's manual and also assisted with software development, hardware purchase, and training of trainers. The information system was intended to store information on trafficking cases provided by local government units, law enforcement, and anti-trafficking organizations, including data on the victim, the incident, the offense and the disposition of the case. Although many forms were encoded, implementation of the system was constrained by inconsistent procedures among government agencies and limited knowledge by frontline personnel of how to use it. Also, as a result of limited understanding of the trafficking law, what were probably violations of the law were inappropriately categorized as illegal recruitment or child abuse, leading to errors in the numbers of trafficking incidents recorded.

## THAILAND

### Trafficking in Persons Overview

According to the U. S. Department of State's 2009 Trafficking in Persons Report, Thailand is a source, transit, and destination country for trafficked victims of commercial sexual exploitation and forced labor. Thailand's economic growth is a powerful draw for migrants from neighboring countries searching for new opportunities. In some cases, illegal migration to Thailand increases risks of involuntary servitude or sexual exploitation. Foreigners migrating legally for work are subjected to forced labor in various industries. Thai laborers working abroad often pay exorbitant recruitment fees, resulting in many cases in debt bondage. Additionally, women and children are trafficked from abroad through Thailand's porous southern border to Malaysia. High-risk ethnic minorities including northern hill tribe peoples who lack legal residency and citizenship rights are also especially vulnerable to trafficking within Thailand and abroad.

Thailand has remained on Tier 2 for the last five years. The Royal Government of Thailand has taken significant steps to combat trafficking, including a new comprehensive anti-trafficking law, enacted in June 2008. Trafficking can also be prosecuted under the Anti-Money Laundering Act. Labor trafficking and the trafficking of males have also been criminalized. In April 2007 the Ministry of Labor provided new guidelines on how labor trafficking cases should be handled. In 2008 a Transnational Crime Coordination Center was established to collect and analyze trafficking information and to collaborate with and conduct strategic planning for anti-trafficking efforts with the Office of the Attorney General's Center Against International Human Trafficking (CAHT). With respect to protection efforts, the Thai government refers victims of sexual trafficking and child victims of labor trafficking to regional shelters where they can receive psychosocial support, medical care, and other social services. In 2008, the number of government-run temporary shelters has increased, with at least one located in each province. Trafficking victims are referred to eight longer-stay regional shelters run by the Ministry of Social Development and Human Security (MSDHS). One of these shelters provides services for and addresses the needs of male victims and their families exclusively. In the area of prevention, the Thai government continues to target awareness-raising campaigns toward reducing the prevalence of child sex tourism and prostitution. In 2007, it disseminated brochures and posted signs in prominent tourist sites outlining penalties for sexual exploitation of minors. The Thai government also collaborated with foreign law enforcement agencies in arresting, prosecuting, and deporting foreign nationals involved in child sex tourism.

### Program Summary

From 2002 to 2006, The Asia Foundation undertook anti-trafficking efforts in Thailand through its East Asia Pacific Women's Initiative on Trafficking and Violence Against Women supported through a grant from USAID.<sup>25</sup> More than 20 local-level NGOs

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<sup>25</sup> Most U. S. anti-trafficking efforts in Thailand have been funded and implemented by the Department of State. TAF's regional program was funded by the Department of State but implemented by USAID.

received sub-grants through the program. Many of them started with limited capacity to mount anti-trafficking efforts and benefitted from technical mentoring from TAF. Some of the organizations provided victim support services including legal and psychosocial counseling, medical care, livelihoods training, shelter, and repatriation assistance. Others worked with women and children at risk, providing basic education scholarships and vocational training for vulnerable girls and life skills to street children to help them protect themselves from sexual predators. One local NGO worked to improve the employment prospects of hill tribe women by helping them register as legal citizens and in so doing reduce their vulnerability to trafficking. TAF also supported anti-trafficking information campaigns through television programs, radio programs, and street theater.

From the outset, TAF recognized that the trafficking response was being hampered by a lack of capacity on the part of various government entities. Of particular concern was that a lack of coordination among police, prosecutors, courts, and social services agencies was limiting effective victim assistance and conviction of traffickers, particularly in the critical northern part of the country. In response, TAF and key Thai partners developed and supported the “Chiang Mai Model” of multidisciplinary anti-trafficking teams. The teams include the individuals and organizations responsible for all aspects of the trafficking response at the provincial level: investigative police, prosecutors, legal professionals, social workers, medical practitioners including forensic doctors, and other staff of government institutions and NGOs. TAF had developed the model jointly with the local NGO, Coordination Center for Protection of Child Rights in Chiang Mai (CPCRC), and its “spinoff” unit, the Task Force to Combat Trafficking of Women and Children in Northern Thailand (TRAFCORD). To replicate the model, TAF helped TRAFCORD set up offices with social workers, lawyers, and surveillance and information officers on staff. With technical support from TAF, TRAFCORD took the lead in expanding the effort from Chiang Mai, developing, training, and coordinating multidisciplinary teams in the five strategic northern provinces of Korat, Lampang, Lamphun, Tak, and Chiang Rai. (TAF also replicated the model in Vientiane, Laos.) By September 2006, more than 500 team members had been trained. TAF reports that, in the provinces where they were active, the multidisciplinary teams were involved in the majority of trafficking cases. Their work led to more leads on trafficking incidents and more victims rescued and given secure shelter and psychosocial assistance. In the area of prosecution, improved coordination among police, prosecutors, and social services agencies led to better evidence collection and trial preparation, more charges against traffickers, and an increase in the proportion of victims who agreed to cooperate as witnesses.

### **Best Practices**

*Properly trained multidisciplinary teams can achieve breakthroughs in prosecution efforts.*

The Chiang Mai Model was an attempt to break the compartmentalization that often hinders effective action against trafficking by prosecutors, police, and social services agencies. Key to the success of the model was a training effort that brought team members together from their respective organizations to gain a broader perspective on

trafficking and learn their roles and responsibilities as part of the team. According to TAF, other elements were also essential to replicating the model. These included, first, identifying committed and engaged multidisciplinary professionals; second, a coordinating body, usually an NGO, to assist with start-up and ensure continuity; and third, support from team members' organizations and agencies to contribute their respective expertise as part of their official duties.

### **Lessons Learned**

*Forming and training multidisciplinary anti-trafficking teams proved to be more demanding than originally anticipated in terms of both time and resources.*

It took over a year to establish and launch the multidisciplinary teams in some cases. Preparatory stages such as bringing in partner organizations took longer than expected and required flexibility, particularly as some team members rotated out of the area and replacements had to be identified and trained. Training sessions were often repeated to ensure that team members had adequately internalized their roles in the network and to enhance networking, coordination, and sharing of lessons learned among different teams. The level of effort required of the coordinating organization was demanding in terms of staff time and resources.

## **VIETNAM**

### **Trafficking in Persons Overview**

According to the U. S. Department of State's 2009 Trafficking in Persons Report, Vietnam is a source country for those trafficked for commercial sexual exploitation and forced labor. Vietnamese men, women, and children are trafficked internally and to various countries throughout Asia. Additionally, some Vietnamese men and women who migrate legally for work to other Asian countries as well as to the Middle East become victims of forced labor or debt bondage within the construction, fishing, or manufacturing sectors. Vietnam is also a destination country for Cambodian children forced to work in urban centers or exploited sexually.

Vietnam has remained on Tier 2 for the last five years. The government has taken significant steps toward combating trafficking through its prosecution, protection, and prevention efforts. These have included better cross-border cooperation with Cambodia, China, and Thailand to rescue victims and to arrest traffickers. While existing laws against trafficking are not comprehensive, statutes within the Penal Code allow for prosecution of many forms of trafficking. In 2008, the government submitted proposed amendments to Articles 119 and 120 of the Penal Code to broaden the definition of trafficking to include male victims over the age of 16. In 2007, the Government issued Decision 17 on providing assistance to victims of sexual exploitation from overseas. In the area of prevention, the Vietnamese government has continued to raise public awareness about trafficking and in collaboration with NGOs and international organizations has provided training and technical assistance to ministry officials. In the area of protection, the Vietnamese government created a number of victim assistance and assessment centers along border areas. In collaboration with local NGOs and international organizations, the Border Guard Command as well as local Vietnamese authorities received training in the identification and appropriate treatment of trafficking victims. However, there is an overall lack of shelters and assessment centers throughout the country, and national and local governments have limited capacity to improve the quality and reach of service provision for trafficking victims.

### **Program Summary**

USAID has funded various anti-trafficking interventions in Vietnam. These activities have included raising awareness about trafficking within communities, focusing on safe migration in schools, and offering better life options to girls at risk of dropping out of school. Some components have provided support to trafficking victims as well. In 2008, USAID began a new anti-trafficking program expanding its earlier protection and prevention efforts, with activities to improve shelter services and facilities nationwide, to identify gaps in the process of prosecuting traffickers, to collect data on underserved and underreported victims, and to build the capacity of local partners and government ministries to improve support for victims and their families.

From 2005 to 2007, USAID supported a counter-trafficking project in Vietnam through the East Asia Pacific Women's Initiative on Trafficking and Violence Against Women,

implemented by The Asia Foundation (TAF). Educational institutions and local NGO partners received technical support at the community level in three high-risk provinces. TAF worked with the Center for Education Technology (CET) under the Ministry of Education and Training to integrate safe migration and life skills education into the core curriculum of 28 secondary schools in Nghe An, Thanh Hoa, and An Giang. A guide for conducting and organizing school activities and campaigns was also published and used as part of curricula material. With its NGO partners, TAF helped to mobilize community support groups, including local authorities, village leaders, and members of women's networks and mass-based organizations, against trafficking. These groups also provided advice and support to community members with family and financial difficulties who may be particularly vulnerable to being trafficked. To complement its anti-trafficking prevention activities, TAF also worked with the National Legal Aid Agency (NLAA) to improve its capacity to provide better legal assistance to trafficking victims at the district level. NLAA provided training to lawyers and paralegals on victims' rights, including international conventions to protect women and children.

Even though the Government of Vietnam has exempted school fees for primary education, families are still unable to cover costs associated with their children's schooling. In addition, girls are often called upon to work to supplement family income. Women and children from these and other rural areas are lured by false promises of work and trafficked to Cambodia or Ho Chi Minh city, where they may be transferred to destination countries like Thailand and Malaysia, or to a third location. Unaware of or blind to the risks, many parents in these areas send their children away to earn money for the family. If they manage to return, victims are often stigmatized as they struggle to re-enter life in their communities or to relocate elsewhere. The sting of this stigmatization is exacerbated by the hesitation of family and community members to report their having been trafficked.

In 2005, in response to these realities, USAID began supporting the An Giang/Dong Thap Alliance to Prevent Trafficking (ADAPT), implemented by the East Meets West Foundation in partnership with the Pacific Links Foundation and the International Children's Assistance Network. Focusing on providing better life options that could help prevent trafficking, the ADAPT Alliance is working with women and girls in selected high-risk rural communities in three provinces along the Cambodian border. It provides educational support for girls at risk of dropping out of school, through scholarships that cover school fees and supplies and after-school tutoring and summer sessions. The support is designed to follow the same recipients through their entry into the program in 4<sup>th</sup> or 5<sup>th</sup> grade until their graduation from high school. This support from ADAPT sometimes includes seed money for opening shops or other small businesses that will enable parents to feed and provide for their families. ADAPT's vocational training and job placement assistance reaches women who are considering out-migration or who have already left school. ADAPT also provides comprehensive reintegration services for returning trafficking victims, including counseling, psychosocial support, medical care, and job training. In 2007, a small shelter in the Kien Giang province was added to address the needs of trafficking victims returning from Cambodia.

Since 2005, ADAPT has assisted more than 1,300 girls through its range of activities including providing 560 scholarships. Among scholarship recipients, ADAPT records a dropout rate of only 11.6 percent, lower than the country's provincial average.

### **Best Practices**

*Drawing upon lessons learned from its previous work on safe migration in the region, The Asia Foundation piloted the integration and use of safe migration training materials into the curricula of selected secondary schools to reduce the vulnerability of one of Vietnam's high-risk groups.*

Recognizing that migration for employment is a reality for many young people in Vietnam, TAF sought to educate young students about how to migrate safely and how to get help in case of difficulties. Life skills and safe migration education messages were tested and integrated into the core curriculum. On-site interviews with school officials, teachers, and members of relevant departments were conducted to ensure that the messages were appropriate to the local context. The development and publication of a guide for conducting and organizing awareness-raising activities and campaigns built the capacity of local educators and school administration to design and implement activities that could be replicated for future classes as well.

*ADAPT's one-on-one case-management approach allows program staff to keep track of the challenges and needs of each girl and her family. Regular follow-up of vulnerable girls and their families has helped to reduce the risks of trafficking or of re-trafficking.*

A USAID Mission representative in Hanoi noted that not only are many traffickers operating freely in the region, but also the possibility of re-trafficking is very real, with traffickers approaching returnees about unpaid "debts." Such a situation highlights the critical role of ADAPT's one-to-one follow-up of individual girls and young women. The intensive case-management approach is tailored to the needs of each scholarship recipient and returnee. Vulnerable girls are identified by ADAPT social workers through home visits that allow them to follow each case as well as the family's situation and to monitor for risks and challenges within the family. Home visits also create opportunities to address misconceptions about migration practices and trafficking risks that are sometimes prevalent within Vietnamese communities. The social worker draws upon information provided by teachers and school staff who know each girl's family circumstances to identify problems that may affect the student's school attendance and ability to complete her studies. Activities at school celebrating students' academic progress and achievements help parents to recognize the value of and role that education can play in ensuring a better future for themselves and their children. In some cases, ADAPT staff have traveled under adverse conditions by motorbike for several hours to the homes of students who have failed to attend school and have even brought with them school officials and teachers to demonstrate their level of concern for the girls and their commitment to helping the girls complete their studies.

*Holding summer sessions for scholarship students helps to increase the likelihood that students will remain in the home area during that period.*

The long summer break is a time when many girls leave for cities in search of work and do not return to school in the fall. The summer sessions not only ensure that the girls will continue their schooling but also reduce the risk of their being trafficked. Also, the summer sessions help girls who have temporarily dropped out or missed classes during the school year. Moreover, remaining in school through the tertiary level allows students to make progress in completing their education, in acquiring essential soft and social skills, and in equipping them potentially for more challenging gainful employment or advanced studies in the future.

## **Lessons Learned**

*Even when students receive full tuition and additional support such as bicycles and school supplies, some scholarship recipients drop out of school.*

The drop-out rate of about 11 percent, while lower than for non-program participants, is still high. One reason for this may be the result of a lack of understanding of the risks and effects of trafficking among parents and teachers within the communities targeted by the ADAPT program. Addressing the causes of program dropout is an area that merits additional focus by ADAPT and should benefit from ADAPT's ongoing contact with families to gain an understanding of their challenges and emerging concerns.

*Offering vocational courses that are tailored to the demands of the limited private sector job market is the best course of action.*

Opportunities for permanent employment for those who receive vocational training and job placement assistance through ADAPT remain limited in this region as in other rural areas of the country. Of roughly 700 women assisted, about half of them obtained jobs with companies, but as of the end of 2008, only about 150 women were still employed. ADAPT is working to confront these challenges by meeting with individual companies working in or likely to move to the region and by looking at their employment needs to inform ongoing and future vocational training courses. Recent offerings in basic computer literacy and more advanced computer skills reflect ongoing efforts to respond to emerging demand.

*The need for shelters and related assistance centers that can offer comprehensive care and support services to trafficking victims in high-risk areas cannot be met by one project or group of organizations alone.*

Providing comprehensive services to returning trafficking victims has been taxing on ADAPT's small staff and resources. The Alliance has received support not only from USAID but also from private organizations and contributions, including from the Vietnamese diaspora.<sup>26</sup> Without maintaining and expanding public-private partnerships, it

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<sup>26</sup>According to the World Bank and the State Bank of Vietnam, the total remittances from overseas Vietnamese through official channels in 2004 amounted to \$3.8 billion, of which about two-thirds (2/3), or

may be difficult to sustain the levels of intensive, individualized assistance that has helped returnees as well as scholarship recipients to develop their skills, complete their studies, and find work that will allow them to provide for themselves and their families. However, while public-private partnerships may help to address these challenges, they will not be sufficient. Ultimately, government agencies at the national and local levels need to play a role.

## **New Program**

In late 2008, USAID awarded the United Nations Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region (UNIAP) a grant to combat trafficking. The three-year Long-term Support to Vietnam: Four Counter-Trafficking Initiatives will address specific gaps within the country as a whole in identifying and protecting victims and prosecuting traffickers.

*Shelters.* Although anti-trafficking organizations and government service agencies have been working to improve the services available to trafficked persons, the quality of shelter services is inadequate in Vietnam. Building the capacity of shelter services is particularly important with the recent government decree that permits provincial governments to decide whether or not to open a facility. As a result, the number of shelters is likely to increase. Through the UNIAP effort, government and NGO shelter managers and service providers from eight existing facilities will form a shelter “self-improvement” team and be taught how to conduct shelter inspections and to train others to do this. The team will schedule group inspections of each shelter using a scoring sheet that reflects international minimum standards for facilities, services, and case management systems. The participating shelters will improve their facilities and operations using grant funds and then be re-inspected and certified. It is hoped that the government will then be able to apply the shelter standards and inspection processes to other provincial facilities as part of a long term plan for shelter improvement.

*Legal framework.* There are many weaknesses in the legal framework for prosecution — for example, it does not recognize men as trafficking victims — and in addition many prosecution cases fail at the investigation stage or in the courts. To jump-start improvements in the prosecution process, UNIAP will form a small core team of anti-trafficking officers from the Ministry of Justice, the Ministry of Public Security, the courts, the police, and leading NGOs and IOM. The team will travel to provincial courts to monitor, document, and analyze actual cases to better understand what is and is not working, and from this empirical research generate recommendations for improvement. The objective is to promote procedures that will lead to prompter case handling, victim safety, successful prosecution of perpetrators, and victim compensation.

*Underserved victim populations.* In Vietnam some victims tend to go unrecognized, including individuals from ethnic minorities, illegal immigrants, and women imprisoned for prostitution. To better target and support underserved victim populations, UNIAP will

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\$2.5 billion, came from Vietnamese-Americans (VA NGO Network, “Vietnamese Americans Charity and Social Development in Vietnam,” <http://www.va-ngo.org/q+node/26>).

collect data on these types of cases and provide technical and financial support to local partners to work the cases and assist the individuals and their families. Results from the effort will be shared widely with government agencies and anti-trafficking organizations to spark action at the policy and programmatic level.

*Estimating numbers of victims.* Estimating the number of trafficking victims is difficult in Vietnam as elsewhere, and numbers are customarily underreported by officials. UNIAP will finance a trial effort to estimate the number of Vietnamese women trafficked from An Giang Province to Cambodia. The research will use a novel method of household sampling that takes advantage of Vietnam's reliable census survey data. The outcome of this research will demonstrate its utility as an estimation method for all of Vietnam's provinces and, in addition, may offer a way to determine overall impact of the USAID-support program in the Mekong Delta.

## ASIA REGIONAL

### Program Summary: MTV EXIT Campaign to End Exploitation and Trafficking

Launched in 2007, this multimedia trafficking education campaign has already reached many millions of viewers across the Asia region. The campaign, branded as MTV EXIT (End Exploitation and Trafficking), is designed to reach the region's youth with messages that will resonate with them by using the power of film and music. Implemented as an alliance between USAID, MTV Networks in Asia and the Pacific, and the MTV Europe Foundation, the effort includes production and distribution of documentaries, films, and public service announcements as well as live anti-trafficking events and concerts.

The MTV EXIT campaign's initial phase centered around two 30-minute documentaries, one produced for the East Asia and Pacific market and the second for the South Asian market. *"Traffic: an MTV EXIT Special"* recounts the story of three individuals, an Indonesian, a Filipino, and a Burmese trafficked into domestic servitude, prostitution, and forced labor. *"Sold: an MTV EXIT Special"* describes how an Indian boy, a Nepalese woman, and a Bangladeshi woman were trafficked into forced labor, prostitution, and domestic servitude. The films describe the methods used by traffickers to trick employment-seekers and explain how people can protect themselves from traffickers. While they are intended to reach young men and women at risk of trafficking, they also deliver a strong message about trafficking as a crime to more affluent youth to help address the demand underlying trafficking and exploitation. Key to their wide distribution is the participation of locally known celebrities who serve as narrators in their native languages. Celebrities who have participated in the campaign include Rain (South Korea), Kris Dayanti (Indonesia), Christian Bautista (Philippines), Tata Young (Thailand), Karen Mok (China), and Lara Dutta (India). The films, now in 13 different language versions (with four more under development), have been shown over MTV's Asia-Pacific channels, on non-MTV Networks terrestrial broadcasters, and have been shared with media organizations in the countries across the region and distributed to government agencies and NGOs for showing as part of their anti-trafficking efforts. MTV also hosts a multi-language Web site to share information on trafficking, with links to anti-trafficking organizations and upcoming anti-trafficking-related events. To expand regional reach, the award-winning UK band *Radiohead* partnered with MTV EXIT in the production of a music video that premiered on MTV in May 2008. Radiohead is also featured in a shorter public service announcement and an online interview.

The campaign is now in its second phase, an on-the-ground campaign in high-risk source locations bringing the campaign more locally to target at-risk populations in the Asia-Pacific. On-the-ground events are jointly planned by MTV and USAID in consultation with national anti-trafficking organizations and media. For each country there will be a "flagship" professionally produced live concert, with participation of high-profile local and sometimes international performing artists. Pre-concert activities include on-air promotion and a series of community events. The concerts are covered by local media and filmed for later distribution as made-for-TV specials that link the concerts to interviews and messaging related to anti-trafficking information. The on-the-ground events not only bring attention to the problem of trafficking but also to the work of

national anti-trafficking organizations. One of the first major events was a concert at Angkor Wat in Cambodia on December 7, 2008, followed by another at Olympic Stadium in Phnom Penh that attracted more than 35,000 people. Planning is underway for on-the-ground events in Indonesia, the Philippines and Nepal in 2009. On-the-ground events are currently being planned for several Asian markets in 2010.

## **Best Practices**

*The MTV EXIT campaign has been able to reach young people throughout the region by using sophisticated marketing, high-quality production, and messages about trafficking that use the power of film and music to “speak for themselves.”*

In developing the campaign, USAID and MTV felt that Asia’s youth are key to the anti-trafficking effort but that most anti-trafficking information campaigns do not capture their interest. The assumption is that professionally produced films and music — especially those that feature locally popular celebrities — have the potential to communicate directly with youth in a way that is more likely to be retained, and that the MTV name and logo will lend excitement and credibility to messages about trafficking. Because of MTV’s reach, the campaign has enormous potential for impact. While during the first phase the emphasis was on reaching across the region using a similar format, the second phase targets each country differently, capitalizing on the attention-getting aspects of live concert events. The on-the-ground phase is also linked much more directly with ongoing anti-trafficking efforts through the involvement of USAID and key anti-trafficking partners in each country.

## **Lessons Learned**

*Assessing the impact of such a large media campaign has proven to be challenging.*

Given the program’s scope, efforts to measure its impact are particularly important. MTV Europe Foundation has begun to analyze the impact of the campaign using quantitative and qualitative methods. This is a challenging task because the intent is to go beyond determining numbers of viewers to assess effectiveness in changing attitudes and behaviors among young people. This effort was factored into the program’s original plans but has had to be modified due to the large resource requirements to undertake impact assessments across South Asia and East Asia-Pacific regions. Working with an expert market research firm, MTV EXIT has nearly completed analysis of impact assessments for both the first phase of the campaign and an analysis of the impact of the first round of Phase 2 on-the-ground events in Cambodia (in November/December 2008). Research indicates that the MTV EXIT campaign events not only raised the knowledge level of attendees, but also affected their reported behavior. Indeed, data from Cambodia suggests a knock-on effect where one month after the events people reported even more increased knowledge level and modified behavior (as compared to one day after the event), suggesting the power of word of mouth of those who attended the event or heard about it through mass media. The research suggests that the MTV EXIT campaign reduced by more than 50 percent the number of people who previously had reported no knowledge of human trafficking and were unaware of how their behavior put them at risk.

## ANNEX A. PROGRAM INFORMATION

Programs				Project Documents				
Country	Grants/Contracts	Years	Implementer	Annual/Final Reports	Quarterly/Semi-Annual Reports	Evaluations	Technical Reports	Other
<b>South Asia</b>								
Bangladesh	Bangladesh Human Rights Advocacy Project (BHRAP)	2001-2006	Academy for Educational Development (AED)	Final Performance Report 2001-2007	Semi-Annual Oct 2002-Mar 2003; Semi-Annual Apr-Sept 2003; Semi-Annual Oct 2003-Mar 2004		Study of Girls sold as Wives-2003; Synthesis of Lessons Learned 2007	Annual Implementation Plan-2003-2004; Initial Needs Assessment & Work plan 2002; BHRAP PMP
Bangladesh	Nationwide Campaign for Prevention of Trafficking in Children and Women	2000-2004 (was later folded into BHRAP)	Action Against Trafficking and Sexual Exploitation of Children (ATSEC)		Semi-Annual Jul-Dec 2000			
Bangladesh	Protection and Legal Action against Women and Child Trafficking	2002-2005 (was later folded into BHRAP)	Bangladesh National Women's Lawyers Association (BMWLA)		Jul-Dec 2000, Jan-Jun 2001, Jul-Dec 2001			
Bangladesh	Counter-Trafficking Interventions in Prevention, Protection, and Prosecution for Victims of Trafficking in Persons (CTI)	2003-2005	International Organization for Migration (IOM)	Annual Reports 2006-2007, 2005-2006	Counter Trafficking Program April-June 2008; Semi-Annual Report on Counter Trafficking Program Oct 2007-Mar 2008	Mid-term Evaluation 2007; End of Project Evaluation-Counter Trafficking Program 2008		
Bangladesh	Public Information Campaign for Prevention of Trafficking in Persons in Bangladesh	2003-2005	International Organization for Migration (IOM)	Final Report on Public Information Campaign 2003-2005				
Bangladesh	Actions for Combating Trafficking in Persons (ACT)	2008-2012	Winrock International					Fact Sheet; ACT Program description/grant document
India	Prevention of Trafficking of Women and Children in South Asia	2000-2006	United Nations Development Fund for Women (UNIFEM)	Final Report 2000-2006				Program Description/grant
India	Goa Anti-Sex Tourism Programme (component of above program)	2004-2006	United Nations Development Fund for Women (UNIFEM)					Summary of Program Review Aug 2006

Programs				Project Documents				
Country	Grants/Contracts	Years	Implementer	Annual/Final Reports	Quarterly/Semi-Annual Reports	Evaluations	Technical Reports	Other
India	South Asia Regional Initiative/Equity Support (SARI) (Regional/India-specific)	2000-2006	Academy for Educational Development (AED), SARI/Equity	Final Report Dec 2006			Rule of Law and Care of Victims; Policy for Ensuring Safe Labor Migrations; Prevention and Protection of Trafficked Victims; Regional Mass Awareness Toolkit on Safe Migration; Report-Conference on Regional Trafficking; Resource Book on Livelihood Options; Minimum Standards of Care; Protocol and Protection of Witnesses	PMP and endnotes Dec 2006
India	United Nations Office of Drugs and Crime (UNODC) Grants in India		United Nations Office of Drugs and Crime (UNODC)		Project Update Jun-Nov 2008			Minutes from Conference: Consultation on Safe and Honorable Tourism Dec 2008; Modifications 4 and 7
India	USAID/India Trafficking Prevention, Joblessness and Multi-Fiber Agreement	2005-2006	American Center for International Labor Solidarity (ACILS)	CAP Final Report; ACILS Phase-Out Report 2006;				
Nepal	Combating Trafficking of Women and Children in Nepal	2001-2005	The Asia Foundation (TAF)	Final Report 2005	10 quarterlies Apr 2002- Sep 2005		Baseline Study 2002	Performance Monitoring Plan; Success Stories CTWC and Transport Workers 2004; List of Documents Prepared under program; List of Publications on Trafficking in Nepal (multiple programs listed); List of Community Generated Activities 2001-2004
Nepal	Gainful Employment Opportunities for Young Women at Risk of Trafficking and Trafficking Survivors	6/2003-9/2007	The Asia Foundation (TAF)	Final Report-2007;	5 quarterlies Jul 2003-June 2005			Work plan 2006-2007; Success Stories 2004; Success Story Case Studies 2005
Nepal	Reduced Trafficking Vulnerability of Women and Children at the Cross-Border Level	2006-2007	United Nations Development Fund for Women (UNIFEM)	Annual Report 2006-2007; Closeout Report 2007	3rd quarterly Sep 2007;			Proposal-Aug 2006; List of published program materials
Nepal	Prevention Against Trafficking of Single Women and Their Children with Capacity-building Training Following Income Generation Activities	2006-2007	Women for Human Rights (local NGO)	Closeout Report 2007; Final Report 2007		Evaluation 2007		Brief Report of National Workshop on Single Women and Role in Peace Process 2007; Final Proposal; "Preface-WHR"; revised workplans 2006-2007; Executive Summary for USAID

Programs				Project Documents				
Country	Grants/Contracts	Years	Implementer	Annual/Final Reports	Quarterly/Semi-Annual Reports	Evaluations	Technical Reports	Other
Nepal	Starting New Lives: Supporting Survivors of Trafficking for Community Reintegration in Nepal	10/2006-9/2008	World Education	Final Report 2008				
<b>South East Asia</b>								
Cambodia	Information Campaign to Combat Trafficking in Women and Children in Cambodia	2002-2006	International Organization for Migration (IOM)	14th Interim Report 2002-2006	Dec 02-Mar 2003; Jan-Mar 2005	Final Evaluation Report Aug 2006		Information sheet
Cambodia	Psychosocial Rehabilitation and Material Support Project	2003-2006	International Organization for Migration (IOM)	Report 2003-2006; Interim Reports Oct-Dec 2005; Jan-Mar 2006; April-June 2006	Donor Reports Oct-Dec 2003; Jul-Sep 2004; Oct-Dec 2004; Jan-Mar 2005			
Cambodia	Initiative to End Commercial Sexual Exploitation in Cambodia	9/2003-12/2005	International Justice Mission (IJM)	Final report	Quarterlies Aug 2005; May 2005; Status reports Dec 2004; Mar 2004	USAID evaluation 2006	ATTO Assessment	Application for no-cost extension
Cambodia	Program to Counter Trafficking in Cambodia through Improved Prevention, Protective Services, and Reintegration Support	2004-2006	The Asia Foundation (TAF)					Interview notes with Mission Representative
Cambodia	Counter-Trafficking in Persons Program (CTIP)	2006-2009	The Asia Foundation (TAF)	Final Report Oct-June 2004-2006	Quarterlies Oct-Dec 2006; Oct-Dec 2007; Jan-Mar 2007; Jan-Mar 2008; Apr-June 2008; Progress Report to Gov. of Cambodia Oct 2006-Aug 2007		Review of a Decade of Research on TIP 2006; Finding Justice Report May 2008	CTIP Proposal; CTIP Fact Sheet; TAF Results 2004; Work plan and PMP 2004-2005; PMP 2005-2006; FMPA Baseline Survey of Counter-TIP Grantees; FMPA Monthly Update Sep 2005; Summary of President's Initiative to Combat TIP
Cambodia	The Pilot Shelter Enhancement Project (PSEP)	2008	The Asia Foundation (TAF)				Notes from Improving Standards of Care Workshop	3rd National Consultation Workshop on Improving Standards of Care 2007
Indonesia	Creating an Enabling Environment to Overcome Trafficking of Women and Children (CTP)	2001-2003	American Center for International Labor Solidarity (ACILS)		Semi-Annual Report Apr-Sept 2004			

Programs				Project Documents				
Country	Grants/Contracts	Years	Implementer	Annual/Final Reports	Quarterly/Semi-Annual Reports	Evaluations	Technical Reports	Other
Indonesia	Strengthening the Initiatives of Government and Others Against Human Trafficking (SIGHT)	9/2004-11/2006	American Center for International Labor Solidarity (ACILS) and International Catholic Migration Commission (ICMC)	Final Report 2004-2006	2nd Sight Semi-Annual Reports: April-Sep 2004; Sep 2004-Mar 05; March-Sep 2005; Sep 2005-Mar 2006		Trafficking of Women and Children in Indonesia; Behind Locked Gates; ICMC Assessment, 2005; Debt Bondage and Trafficking 2006	Proposal 2003; Work plan 2003, Work plan 2005
Indonesia	Combating Trafficking in Persons in Indonesia	1/2004-8/2007	The Asia Foundation (TAF)	Final Report-Combating TIP 2007		REMDEC Evaluation		Work Plan 2006-2007, Fact Sheet 2007; grant close-out sheet
Indonesia	Anti-Trafficking in Persons in Indonesia (ATP)	5/2007-9/2009	American Center for International Labor Solidarity (ACILS) in partnership with International Catholic Migration Commission (ICMC)	Annual Report 2008	Quarterlies Oct-Dec 2007; Jan-Mar 2008; Apr-June 2008			ATIP Fact Sheet
Philippines	Combating Trafficking of Women and Children in the Philippines	9/2002-3/2005	American Center for International Labor Solidarity (ACILS)	Completion Report Sep 2002-Mar 2005	9 Quarterly reports: Sep 2002 - Dec 2004			Grants Agreement 2002-2005; project description
Philippines	Trafficked! The Selling of our Women	2004-2005	National Office of Mass Media (NOMM)					Summary Table of Accomplishments; Grant Agreement; proposal
Philippines	Rule of Law Effectiveness (ROLE)	8/2004-8/2008 (need to confirm end date)	Management Systems International (MSI)	Annual Reports 2005-2007 (incomplete)	Quarterly Jan-Mar 2008 (incomplete)			2 Fact Sheets
Philippines	Continuing Community Empowerment Against Commercial Sexual Exploitation of Children	10/2004-12/2007	ECPAT-Philippines (End Child Prostitution, Child Pornography and the Trafficking of Children for Sexual Purposes)					Extension Work plan 2007; Grant Agreement; Year 1 Work plan 2004-2005
Philippines	Campaign Against Trafficking in the Philippines and Skills-Sharing Among International Anti-Trafficking Partners	2004-2007	Coalition Against Trafficking in Women-Asia Pacific (CATW-AP)	Annual Report July 2005-June 2006	Quarterlies Jan-Mar 2005; Jul-Dec 2006; Progress Report 2006-2007; Report for USAID Jul-Dec 2005	Samar and Zambo Evaluation		Work plan 2004-2005; Modified Work plan Apr 2005-Sep 2007; Grant Agreement and Modifications; Revised Proposal; Regional Conference Program Aug 2006
Philippines	Expanding Protective Services to Victims and Potential Victims of Trafficking through Organizing Responsive Task Forces Against Trafficking in Ports and Pilot Hotspots in	9/2005-5/2011	Visayan Forum Foundation, Inc. (VFF)		Quarterlies Apr-June 2006; July-Sep 2006; Project Update Apr-Aug 2007			Modifications 5-6, Program Extension; Cooperative Agreement

Programs				Project Documents				
Country	Grants/Contracts	Years	Implementer	Annual/Final Reports	Quarterly/Semi-Annual Reports	Evaluations	Technical Reports	Other
	the Philippines” or “PORT”							
Philippines	Improving Community Response against Trafficking in Persons in the Philippines	2006-2007	American Center for International Labor Solidarity (ACILS)	Completion Report 2007	Semi-Annual Report Oct 2006-Apr 2007			Cumulative Accomplishments 2006-2007; Grants Agreement
Philippines	Increasing Information, Communication and Collaboration to Prevent Domestic and International Trafficking of Filipinos and Protect Victims	10/2006-12/2009	The Asia Foundation (TAF)		Quarterly Reports Jan 2003-Jun 2004; Oct-Dec 2006; Jan-March 2007; Apr-June 2007; Jan-Mar 2008; Apr-June 2008			Revised Proposal 2006; Work plan 2007; Report on East Asia Pacific Women's Initiative on Trafficking and Violence Against Women Jun 2003-Jan 2004
Thailand	Response to Trafficking of Persons, Especially Youth, Women, and Children Along the Thai-Burmese Border	10/2002-12/2004	World Vision Foundation			Final Evaluation 2002-2004		
Thailand	Part of the East Asia Pacific Women's Initiative on Trafficking and Violence against Women		The Asia Foundation (TAF)		Semi-Annual Progress Report-East Asia Pacific Women's Initiative on Trafficking and Violence June 2003-Jan 2004			Compendium of country-specific sections of EAP Semi-Annual Reports from Jul 2002-Dec 2006; Fact Sheet
Vietnam	Part of the East Asia Pacific Women's Initiative on Trafficking and Violence against Women	2005-2007	The Asia Foundation (TAF)					Interview notes with TAF office-Washington, DC
Vietnam	The An Giang/Dong Thap Alliance to Prevent Trafficking (ADAPT)	2005-2009	Pacific Links Foundation (PALS)	Annual Report 2007	Quarterly Jul-Sep 2008			Cost Extension 2008; Success Story; Signed Contract; East Meets West Article
Vietnam	UNIAP Long-Term Support to Vietnam: 4 Counter-Trafficking Initiatives (Phase III)	2008-2011	United Nations Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region					Proposal; Concept Note on COMMIT Process
Regional Development Mission for Asia (Asia-wide program)	MTV EXIT (End Exploitation and Trafficking) Campaign	2006-ongoing	MTV (Music Television) Networks and MTV Europe Foundation		Quarterlies March-May 2008, June-Aug 2008			Extension Proposal; Executive Summary 2008; Multiple fact sheets and press releases

## **ANNEX B. LIST OF INTERVIEWS**

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